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ABSTRACT

This description and discussion of literacy activities and issues in Canada begins with an attempt to draw together various aspects of the historical developments on literacy and current definitions and attempts at measurement. Literacy's link with adult basic education is also studied. Elements of the global situation are highlighted, and some developments in the industrialized world are examined more closely, using Great Britain, Australia, and the United States especially as case study examples. The balance of the paper is devoted to the Canadian situation. It begins by giving the census data on educational attainment, proceeds with a description of various responses to the adult literacy issue by the federal and provincial governments as well as by a variety of other organizations, and finally raises some questions on the issues at stake. These include jurisdictional questions, policies and funding, special populations, motivation and access, methods and materials, training and professional activities, research, and supportive services. A fairly comprehensive bibliography with emphasis on Canadian sources and a directory of Canadian organizations and contact persons are provided. (YLB)

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CANADIAN COMMISSION FOR UNESCO
Ottawa

ADULT ILLITERACY IN CANADA

- a Challenge -

Prepared by
Audrey M. Thomas
with an Introduction by
Professor John C. Cairns

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PREFACE

This publication addresses issues facing a substantial number of Canadians, the illiterate and the seriously-undereducated. 5.5% of Canadian adults have less than Grade 5 schooling and as high as 28.4% of Canadian adults have less than Grade 9; an educational attainment well below the requirements of our society.

The study prepared by Audrey M. Thomas for the Canadian Commission for Unesco, seeks to reflect the various thrusts and developments of this problem and outlines the various responses to the adult literacy issue by the federal and provincial governments as well as by a variety of organizations and volunteers.

As this is an ever-changing field of work it has been impossible to mention every single development or to examine all the factors involved. The present work represents a snapshot of the changes and progress in the field from 1975 to the first part of 1982.

We are greatly indebted to the author, Audrey M. Thomas and to the advisory group who reviewed the manuscripts, namely Gordon Selman, Chairman, Sub-Commission on Education; John C. Cairns, University of Guelph; Alan Clarke, Algonquin College; Jean-Paul Hautecoeur; Jack Pearpoint, Frontier College and J. Tim Douglas former staff member of the Commission.

The best thanks to all who helped in preparation of the study would be the eradication of illiteracy. We hope this paper assists that struggle.

This publication, while undertaken and supported by the Commission, does not necessarily reflect an official view of the Canadian Commission for Unesco on issues related to literacy.

Claude Lussier
Secretary-General
Canadian Commission for Unesco

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GLOSSARY OF ACRONYMS USED IN THIS PAPER

AAEC	Appalachian Adult Education Centre (US)
ABE	Adult Basic Education
ACACE	Advisory Council on Adult and Continuing Education (UK)
ACAL	Australian Council for Adult Literacy
ACCESS	Alberta Educational Communications Corporation
ALBSU	Adult Literacy and Basic Skills Unit (UK)
ALRA	Adult Literacy Resource Agency (UK)
ALU	Adult Literacy Unit (UK)
AOTA	Adult Occupational Training Act (1967)
APL	Adult Performance Level (Texas)
ARCC	Atlantic Region Coordinating Committee
AVC	Alberta Vocational Centre
BAS	British Association of Settlements
BBC	British Broadcasting Corporation
BJRT	Basic Job Readiness Training
BLADE	Basic Literacy for Adult Development
BTSD	Basic Training for Skill Development
CAAE	Canadian Association for Adult Education
CBC	Canadian Broadcasting Corporation
CEBAM	Comité pour l'éducation de base des adultes de Montréal
CECM	Commission des écoles catholiques de Montréal
CEIC	Canada Employment and Immigration Commission
CLC	Canadian Labour Congress
CMEC	Council of Ministers of Education, Canada
CMTP	Canada Manpower Training Programme
COFI	Centres d'orientation et de formation des immigrants (Québec)
CTV	Canadian Television (Network)
DACUM	Designing a Curriculum
DGEA	Direction générale de l'éducation des adultes (Ministère de l'Éducation du Québec)
ESL	English as a Second Language
EOA	Economic Opportunity Act (USA)
EWLP	Experimental World Literacy Programme (Unesco)
ICAE	International Council for Adult Education
ICEA	Institut canadien d'éducation des adultes
IIAP	Indian and Inuit Affairs Programme
LCW	Lutheran Church Women (North America)
LEA	Local Educational Authority (UK)
LINC	Learning Individualized for Canadians
LOA	Learning Opportunities for Adults (Ontario)
LVA	Literacy Volunteers of America, Inc., (North America)

MCL	Movement for Canadian Literacy
MTML	Metropolitan Toronto Movement for Literacy
NACAE	National Advisory Council on Adult Education (USA)
NALA	National Affiliation for Literacy Advance (USA)
NIAE	National Institute for Adult Education (UK)
NRIM	Non-Registered Indian and Métis Programme (Saskatchewan)
OECA	Ontario Educational Communications Authority
OECD	Organization for Economic Cooperation and Development
OISE	Ontario Institute for Studies in Education
OLI	Open Learning Institute (British Columbia)
OVEP	Organismes volontaires d'éducation populaire (Québec)
PEL	Paid Educational Leave
SEBAM	Service d'éducation de base aux adultes de Montréal
TAFE	Technical and Further Education (Australia)
TRANDS	Training, Research and Development Station
TVTA	Technical Vocational Training Assistance Act (1960)
UBC	University of British Columbia
VCC	Vancouver Community College
VRA	Volunteer Reading Aides (associated with LCW/NALA)
WAT	Work Adjustment Training
WLC	World Literacy of Canada

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OVERVIEW OF SOME OF THE ISSUES

by Professor John C. Cairns, Director,

Centre for International Programs, University of Guelph

Dimensions of Illiteracy

The realization that a considerable portion of the Canadian adult population is seriously "under-educated", and that many could be considered as functionally illiterate by normally accepted standards, is relatively new. Until some 10 years ago, illiteracy was considered by most Canadians as a somewhat remote problem peculiar to the developing countries. In view of the long and apparently successful experience with compulsory mass education, adult illiteracy, however defined, was scarcely an issue that preoccupied Canadian educational policy-makers. Yet by the early 1970s, the experience of adult education specialists in Unesco, and studies and assessments carried out in various societies, had indicated that in most industrialized countries there was a hard core of 15 to 25 per cent of adults whose educational attainment was well below the requirements of their societies.

The Canadian dimensions of this problem which are set forth in Audrey Thomas' more detailed study, are therefore not peculiar. They are part of a global situation. All countries, developed or developing, face complex and persistent problems of illiteracy at various levels and of varying types.

In the developing countries, most of those included in Unesco statistics are likely to be completely illiterate - unable to read or write, lacking in numeracy skills, normally with no, or extremely limited, exposure to education. In such societies, massive adult illiteracy is one of the fundamental components of under-development. The map of illiteracy is the map of poverty, chronic disease, low productivity, limited life expectancy, high infant mortality and similar afflictions. Few of these can be tackled successfully unless illiteracy is reduced; in many countries no large scale programmes of equitable development can succeed while most of the adult population remains illiterate. Meaningful development is based on people; it involves their participation in the process of change and societal transformation that will create their future. In those developing countries where widespread adult illiteracy is, for one reason or another, not perceived as a serious issue, development, if it occurs, it is likely to be distorted and illusory. It tends to be urban oriented, capital and technology intensive, alienating in respect to local culture and traditions, and to exclude most of the people from the process itself and from its benefits.

Illiteracy is related to population growth. At a world level, the number of adult illiterates is increasing inexorably as education of all types fails to keep pace with population. The seven hundred million adult illiterates of 1950 had become seven hundred forty million by 1970, and by 1990 will reach eight hundred and eighty four million. Given the inherent difficulties of obtaining accurate statistics in this field, these figures are almost certainly conservative. In view of conflicting priorities and budgetary limitations of most governments of developing countries, significant reduction in the number of adult illiterates is unlikely within the present century. In the words of the Final Report of the 1972 Third International Conference on Adult Education held in Tokyo, these are "the forgotten people".

In Canada and other industrialized countries, where levels of education are higher than in the developing countries, the requirements posed for literacy, numeracy and associated skills are also higher. Canadian illiteracy then - if we use this inexact and frequently misused term - is not quite the same as illiteracy in India or Bangladesh. Some of the Canadian under-educated population - especially among those with less than grade 5 education - will in fact be completely illiterate. Most of the remainder have varying but inadequate levels of education and skills. These are the functional illiterates, a large, difficult to define group.

In Western societies, grade 8 is normally considered as the level necessary for functional literacy. This is admittedly arbitrary. Many Canadians with less than grade 8 education function perfectly well and cope with the normal requirements of their day to day lives. Nevertheless, as Mrs. Thomas' study points out, there are compelling reasons why such a cutoff point can be justified. In Canada, the attainment of grade 10 education has become a prerequisite for most skilled jobs. With the inflation of certificates during past decades, this level is likely to become even higher in the future. Those with less than grade 8 are in fact excluded from many areas of employment and skill training, regardless of their individual abilities. Further, if we assume 16 as the normal age for compulsory education, we assume at the same time a societal expectation that young people will pass through 9 or 10 years of schooling as a prerequisite for entering adult life. Yet census figures indicate that in 1976 almost four and a half million adult Canadians were well below this level, and over eight hundred and fifty thousand had in fact less than 5 years of education. This latter group is by any rational criteria, seriously under-educated. In a country like Canada, one of the richest and most productive in history, such conditions would be disturbing even if massive efforts were underway to improve them. Unfortunately such efforts do not exist, and have scarcely been contemplated.

Education and under-education must also be seen in terms of the future. The industrial age has been succeeded by the post-industrial. This is now being replaced by what is commonly referred to as the information age. Change on an unprecedented scale, at a rate which even the most qualified individuals and systems find difficult to absorb, is likely to be the norm in coming decades. The mass media, the computer, highly sophisticated information systems are no longer peripheral but central to daily existence as Toffler's Future Shock and McLuhan's Global Village have helped us to understand.

What has this to do with literacy? Literacy may be considered as the ability to utilize effectively the communication systems of a given society at a particular time and to participate fully in the rights, responsibilities and privileges of citizenship. Viewed from this perspective, the basic "print literacy" which until recently has been adequate for Western civilization, is being influenced and partially supplanted by the new requirements posed by technological change and the transformation of communication systems. The ability to interpret these systems, to use them effectively and productively, so that they become an enriching rather than an alienating factor, is likely to become essential in coming years. Functional literacy is thus an evolving concept. Increasingly, in Canada and other Western societies, it implies the ability to cope with electronic media systems as well as printed matter of all types. Barron and Curnow, in The Future With Microelectronics, (Open University Press, 1979) state:

> For as far as any outlook on the future of technology can reach -well into the next century - the ability to gather, record, organize, analyse and act upon information is going to be a dominant factor. What steam, steel, electricity was to the 19th century, information management and exploitation will be for the next half century if not longer. Not only is it the new raw material of technology, it will inevitably become an essential ingredient in the fabric of human society.

Technology in short is redefining the meaning of literacy, yet the need for "print literacy" is unlikely to lose its present importance, despite those among the futurologists who prophesy, with enthusiasm or foreboding, the death of the printed word. It is ironic that, in their daily lives even the most enthusiastic advocates of electronic media, in common with other highly educated groups, are themselves surrounded by, and work continually with, books, newspapers, magazines and journals. Electronic media, however significant, are not replacing print. The process under way is more complex. It is the transformation and expansion of the literacy concept to include both print and electronics systems of all types.

In this process, those with only five or six years education will be marginalized. In today's Canada, and certainly in Canada of the year 2000, an unemployed adult of age 40 or 45 with less than grade 8 education will be in a far from enviable position. For this reason, debates about literacy and illiteracy which concentrate on levels of reading and writing are misleading; the real issue is whether people possess the education and skills necessary to participate fully and productively in the life of their society. This is what functionality is about.

Characteristics of Under-educated Adults

In societies where education is scarce, as in most developing countries, poorly educated adults are seldom embarrassed by their situation. They are normally willing to admit their need for education, and to enroll in whatever courses may be available. When development and modernization are underway, functional literacy is seen as an obvious way for them to improve their condition.

In countries where literacy and advanced education are the norm, under-educated adults feel a stigma. They hesitate to reveal their inadequacies publicly, especially if they fear an indifferent or skeptical response. Functional illiteracy in industrialized societies thus tends to be hidden, since the victims seldom have an instinctive desire to publicize their problems or to seek help. In literacy programmes, the motivation of the adult learner is thus critical. Unlike students in primary and secondary schools, adults do not form a captive audience. They will participate in programmes only if they expect real benefits.

The motivation of adults, and the type of courses that interest them, will also depend on age. Adults under 45 are more likely to be receptive to courses which improve their economic and employment potential. Beyond age 60 or 65, literacy and related programmes are likely to be important for individual self-fulfillment. Differentiation by age is however overly simplistic. Experience, especially in the United States, has shown that adult motivation varies enormously, and for a variety of reasons. Among functionally illiterate adults, a small proportion will be eager to improve their condition and take advantage of any opportunity. A larger number are likely to be embarrassed, hesitant about publicly revealing their inadequacy, and reluctant to make the necessary commitments which participating in an upgrading programme involves. Finally there will be those who feel no need to change or improve their situation, or see no realistic possibility of so doing.

In general, it remains true that those most in need of literacy and skill training are those least likely to receive it. This is the case in most countries, although the reasons vary. The provision of functional literacy and skill training of whatever type, will not automatically result in a flood of enrolments. The need is to develop courses, many of them tailor-made for specific groups, which respond to the needs of the adult learner as he/she sees them. Equally important is the creation of an environment in which functionally illiterate adults are motivated and willing to commit themselves. This environment consists of attitudes in the community, relations with the instructor or group leader, the time, duration, purpose and quality of the programme, the nature of the learning group itself, the real possibility of benefits as perceived by the learner, and other factors. Programmes for under-educated adults must therefore be planned, and implemented, with unusual sensitivity, and those developing and organizing such programmes require expertise considerably different from the skills demanded by the formal educational system. Canada's large-scale problems of functional illiteracy, in short, will not be solved by approaches designed for younger students in schools.

Canadian Initiatives. What is Being Done?

This report summarizes the efforts being made by federal and provincial governments, as well as by voluntary organizations. In the context of the Canadian federal/provincial situation, in which education is a provincial responsibility, the role of the federal government has been largely confined to job training and employment-oriented programmes, implemented by the provinces under various arrangements. These programmes, successful or not, have little to do with under-education or functional illiteracy as such. Quantitatively, they have limited impact. The most functionally illiterate adults, ironically enough, are unable to enter federally sponsored employment training programmes because they lack the necessary educational qualifications, a situation exacerbated by recent regulations and changes.

The provinces, as the report indicates, are making considerable progress in the initial stages of attacking this issue. The illusions of the 1960s that functional illiteracy did not exist on a significant scale are gradually dying, replaced in most provinces by studies, assessments and moves towards programme development and implementation.

Yet in the majority of cases, illiteracy in Canada is being approached as if the problem were something new, for which precedents did not exist. Except perhaps in Québec, it is doubtful if the conceptual, psychological and sociological aspects of adult illiteracy and under-education have received the serious study which they require, and which is a necessary prerequisite of any major effort to change social conditions. Most of the official initiatives have been under the auspices of Departments of Education. Departments of Education are mainly concerned with schools, which are seldom the proper settings for under-educated adults whose needs, life experiences, motivation and sensitivity are quite different from the youthful clients who comprise the normal constituency of educational departments.

More importantly, in Canadian initiatives to date, there is little evidence that the rich experience of literacy and adult basic education in other parts of the world has been internalized in this country. There is an assumption that, in our relations with the developing countries, we give but do not receive. The developing countries can teach us much, provided we wish to listen. In India, in the midst of poverty and appalling lack of facilities, there are dozens of adult basic education activities, largely implemented by voluntary agencies, which are arguably more effective and more professionally implemented than most programmes in Canada. In Brazil, the giant Mobral system of literacy, adult basic education, skill training and cultural activities, representing one of the world's largest adult education initiatives, is an example of an efficiently organized programme in a federal state, providing five to six million adults annually with a wide range of practical skills. One might ask how many departments of education, or how many voluntary agencies in Canada, have studied the Mobral system in any depth? Unesco, through its annual Literacy Awards, has for more than a dozen years recognized outstanding literacy programmes throughout the world. These activities have in many cases important implications for Canada, although to date they have not received the attention they deserve.

In 1977, Unesco awarded an Honourable Mention to Canada's Frontier College for "meritorious work in the field of adult literacy." This was not only an international recognition of the innovative activities of Frontier College, it clearly indicated to most Canadians, perhaps for the first time, that Canada, like other societies, has an illiteracy problem of some magnitude. The opportunity which this presented has unfortunately not been grasped.

Among Western industrialized societies, in which the problem of functional illiteracy and under-education is somewhat similar to that of Canada, the British experience is noteworthy. It is well-documented, and provides rich and detailed information for Canadian educators and government departments. In the United States, adult functional illiteracy, for many years a relatively hidden issue, is now increasingly recognized as a major public concern. In most societies, the essential step in the development of large-scale programmes is the fostering of public awareness. To accomplish this, a public service advertising programme in the United States is expected to begin in late 1982 or early 1983, designed to familiarize the American public with the needs and problems of under-educated American adults. It will also be oriented to functionally illiterate adults themselves, who will be encouraged to come forward and participate in training and literacy courses. Largely involving non-governmental organizations, the programme illustrates an approach possible in a large federal system with competent and experienced voluntary agencies.

The Fragmentation of Efforts

One striking aspect of Canadian efforts is their fragmentation. Whether at governmental or non-governmental level, one encounters relatively small underfunded projects, most with little linkage to, knowledge of, or relationship with others. At a national level, given constitutional mandates, government-sponsored programmes or policies may be neither feasible nor desirable. But at provincial government levels there would be value in further co-operation and sharing of views. To some extent this is being done, as the study indicates. Among the voluntary agencies, which are carrying out a range of small-scale but praiseworthy initiatives, attempts at setting up coalitions are hampered by lack of funds. The Movement for Canadian Literacy which was created to play this role, has found it impossible to obtain sufficient financing to carry on except in truncated form. Yet the sharing of information among professionals and practitioners on issues related to training, methodology, curricula planning and development, evaluation and other matters, is essential.

Fragmentation, although rooted in Canadian regionalism and geography, is also related to lack of public awareness. The mass media during recent years has publicized problems of functional illiteracy, frequently in dramatic terms. Yet it remains true that widespread awareness is lacking. Without public awareness and support, funding from private or governmental sources is difficult to obtain. Without such funding, effective organization, planning, information-sharing and other developments remain limited. It is interesting for instance that there is no such thing as a national resource or documentation centre for functional literacy, and the efforts of Frontier College, the International Council for Adult Education, and other organizations in this area have not achieved success. Yet if Canadian educators wish professional information on literacy developments within Canada and on projects which would be of interest in dozens of other countries, there is no apparent source where they can obtain it. The Institute of Adult Education in Dar es Salaam, Tanzania, is an instructive example of what can be done by a national centre even in a poor under-developed society. In this country, the most suitable approach might be for two centres - one for anglophone and the other for francophone Canada, each non-governmental but receiving government support.

The lack of public awareness has broader implications. If functional illiteracy and under-education is not recognized as a significant problem, research funding will be difficult to obtain. Research will thus remain minimal, and university departments and colleges of education will find other issues on which to concentrate, as they do now. Yet functional illiteracy and under-education require much more research, in terms of their relationship to economic development, to specific industrial and manpower needs, to cultural policies, to social and political participation, to individual self-fulfillment, and to a host of other issues. One would expect this to be a prime area for researchers in many disciplines. Such is not the case.

Neglected Human Resources for a Post-Industrial Era

The Federal Task Force Report, Employment Opportunities for the '80's, calls for greater federal commitment to eliminate illiteracy in Canada. The Force, established in May 1980, was concerned with the imbalances that have produced significant shortages of skilled trades in Canada's labour market at the same time that high levels of unemployment existed across the country. The Report of the Task Force, headed by Liberal MP Warren Allmand, stated that if Canada were to make full use of its human resources, then "those human resources must have the basic literacy and education to train and retrain for the higher skills required". The Report pointed out that a large percentage of Canadians are functionally illiterate and that they "lack basic educational preparation to even enter training programs." This, states the Report, "accounts for much of our unemployment and our shortages of skilled labour." The Report, stressing the high social cost of illiteracy, linked it with poverty, racism and crime.

The Task Force Report makes a number of statements and recommendations related to illiteracy. These are summarized below:

- functional illiteracy is a national problem.

- the federal government, which appears to have lost sight of its commitment and duty to provide adult basic education for Canadian illiterates, should reaffirm its commitment to eliminating functional illiteracy and should work with provinces and other bodies to that end.

- federal participation in the Basic Training for Skill Development program should be increased.

- a 10-year Right to Read Program, jointly implemented by the private sector, voluntary organizations, and federal and provincial governments, should be initiated.

- a large scale media program on functional illiteracy should be adopted, some of it designed to inform the Canadian public, other components directly prepared for adult illiterates.

- basic literacy standards in Canada should be established by the Council of Ministers of Education.

- the federal government should co-operate with the provinces in a number of practical operations, i.e., training of instructors.

- special programs of information, as well as literacy training, should be developed suited to the specific needs of immigrant groups, Indians and Inuit.

- financial arrangements made by governments for participants in pre-trades training, job orientation and job readiness programs, should be improved.

The Task Force, in view of its mandate, concentrated on illiteracy in respect to employment and the economy. Within that framework its recommendations are significant, although they may be seen as representing federal encroachment on provincial jurisdictions. They also imply a top down approach; some would argue that literacy programmes require planning, decision making and materials development at grassroots level, in view of specific cultural and sociological factors.

Issues associated with adult illiteracy are also documented in considerable detail in the Adams Report, Education and Working Canadians, Report of the Commission of Inquiry on Educational Leave and Productivity (Labour Canada June 1979), which concludes,

> "To adequately address the severe social and economic problem of adult illiteracy special incentives are required." (p. 232)

The Report recommends the establishment of an adult literacy fund, from which grants would be made available to "individual employers, to trade unions, to educational organizations, and to the employee himself." (p. 232). This proposal would combine central funding assistance with decentralized programming. It would thus facilitate programmes based on local requirements.

The development of such programmes would necessitate learning materials based on the needs and cultures of adult learners. This is a crucial task, especially in programmes for the most seriously under-educated. Appropriate teaching materials enable local tutors to draw out the language and lifestyle of the learner. They encourage motivation. At another level, appropriate materials are needed for tutors, teachers and supervisors.

The preparation of suitable materials requires experimentation, testing, and in some cases, rethinking of existing concepts. Unesco, in the Experimental World Literacy Programme, integrated literacy with technical, vocational and/or agricultural training, in sophisticated packaged programmes in which academic and technical components reinforced one another. In this way, literacy, instead of being an introductory step on the road to skill training, becomes part of a unified package in which the functionally illiterate adult acquires technical skills from the beginning. Research on programmes of this type, based on the Canadian context, is needed.

Research and experimentation is also needed for training and support systems. There is extensive international, and some Canadian voluntary agency experience, which indicates that on-going refresher training and supportive activities of various types for literacy instructors are critical to the success of programmes. In this field, where to date little has been done, more efforts would be beneficial. The expansion of literacy activities presupposes more support for voluntary organizations, where valuable but still limited efforts are underway. New groups are being formed, and there are increasing indications that organizational linkages are improving. What these agencies require from government is not control, or indifference - but support, since they can in most cases carry out programmes which governments find difficult. In this work, government departments, schools, voluntary agencies, community groups, and the media can be associated.

The Role of the School System

It is sometimes assumed that adult illiteracy will be eliminated by the passage of time and the increased efficiency of primary and secondary education. International experience leads us to conclude the reverse.

In most developing countries, there is no realistic way by which formal schooling can be provided for more than 60-70% of school-age populations within the present century. The only answer, if those excluded are to have any access to education, is through innovative non-formal programmes of many types, using local resources, volunteer instructors and group leaders, and incorporating widespread use of mass media, especially radio. In Canada and other industrialized societies, a good number of young people slip through the net of compulsory education without gaining the skills they need. There are many reasons - changing schools, poor health, family and peer group attitudes, apparent irrelevance of courses, late maturing, lack of academic interests, etc. These issues are not simple, and schools can only do a certain amount to solve them. Under-educated adults seldom have pleasant memories of schooling. In their years of formal education, many experienced inadequacy, embarrassment, frustration. School for the poor achiever is often something to escape from. For those with less than grade 5, the school is likely to be a somewhat forbidding institution. For this reason, Canadian efforts to reach functionally illiterate adults should be diversified, incorporating many types of programmes, and should include resources and agencies beyond the school itself. The best instructors in many cases will be members of the adult learner's own group. Unesco experience has shown repeatedly that the most effective instructors for functionally illiterate farmers were other farmers - rather than teachers who frequently were not accepted as part of the local community. The critical factor in the learning situation was empathy between the instructor and the group; this was more important than the academic qualifications of the instructor. Although this should not be an inflexible rule for Canadian situations, it probably holds good for immigrant groups, for Canadian Indians and Inuit, and for minorities in which functional illiteracy is strongly linked to linguistic and cultural factors.

Political and Social Will

Illiteracy is normally considered as primarily an educational issue, for which solutions, if found, will come from educators. This is a misreading of the problem.

The question is fundamentally political. What sort of society do we want? Are we seriously interested in improving the skills and training of the poorly educated? Will we make this a priority, and commit funds and expertise in an age of dwindling resources? Are we willing to allow one-quarter of the adult population of Canada to remain under-educated? This raises other questions which starkly clarify the values we put on people and their ability to realize their full potential.

In those 20th Century societies which have carried out large and successful literacy programmes, the key factor has been political will. Out of this, depending on the nature of the society, appropriate policies can be developed, programmes and projects initiated. Political will is related to public awareness. When these exist, resources will be found, and educators and other specialists will be enabled to deal with professional and technical issues.

Lifelong Education

Attempts to reduce functional illiteracy should be part of a long-term and continuing strategy to raise the level of Canadian education and quality of life. This will be influenced by changing Canadian demographic patterns. As a nation, we are entering a period with fewer young and more older people. This has profound implications, not least in education, where it reduces resource pressures on public schooling for the young, and strengthens the case for educational programmes for older groups. As those beyond the years of compulsory education form a larger proportion of the population, it is logical to expect a corresponding shift in educational spending. There is thus the possibility, even in a period of financial restraint, that more real resources could be allocated from educational budgets for the needs of under-educated adults.

This relates to lifelong education. The concept has been under discussion for at least 20 years, and was accepted in principle by most governments at the Third International Conference on Adult Education 1972. It underlies Unesco's Recommendation on the Development of Adult Education, approved by the General Conference of Unesco in 1976. As a theoretical and philosophical approach to the development of comprehensive educational systems, lifelong education is increasingly relevant. The relation between formal and non-formal learning, between mass education of young people and programmes for adults who have left the formal system, relationships between learning and the work place, between individual and societal needs - these are issues that increasingly demand research, experimentation and solutions, however tentative. They are issues with which Canada and other societies are now grappling uncertainly.

The practical application of lifelong education is still in its infancy. It implies the creation of a network of learning opportunities available throughout life. The ways by which this might be done, and the financial and organizational arrangements necessary, are complex, and are the subject of much debate. Nevertheless, the experience of both developing and industrialized countries indicates the need for broader provision of learning opportunities for adults, especially for the under-educated, for whom existing institutional channels are normally insufficient.

Literacy should therefore be considered not only in the framework of Canadian manpower needs; it is best seen in the overall context of lifelong learning, in which facilities are increasingly provided by which adults can fulfill themselves and join the mainstream of the development of their societies. No individual should be prevented from discovering his potential. No person should be denied the chance for participation and membership in the community. In an age when we probe the galaxies and send men to the moon, it is ironic that many Canadians are still unable, through lack of education, to enter federally sponsored employment training programmes.

INTRODUCTION

"Literacy is a right, but millions of people are still unaware of that right! " (Unesco pamphlet)

Literacy, or the lack of it, is becoming one of the issues of our time. In the last thirty years or so, there have been more than one hundred national literacy campaigns in the world. This is in sharp contrast to the first half of the twentieth century when only two governments undertook adult literacy campaigns, those of the Soviet Union and Turkey (Oxenham, 1980).

It has been estimated that, in the mid-nineteenth century, less than one adult in ten in the world could read and write compared with seven out of ten adults in the mid-1970s. These facts point to a fairly remarkable accomplishment, especially when it is recognized that the achievement has taken place while the total world population has been increasing at an ever greater rate. **Literacy also has been identified and declared a universal human right**; that is, every human being is entitled to a basic education. However, three out of ten adults, or over eight hundred million people in the world, are barely aware of that right. This is the estimated population of those adults who can't read.

Literacy is a tool for symbolizing language. It is coded speech. Language precedes literacy and is basic to human society. Literacy, on the other hand, had to wait for the invention of writing and for a series of technological changes before it became universal. Writing was invented about 5000 years ago; the Greek alphabet, upon which the language and communication of the Western World are based, came into being about 700 B.C.; the printing press was invented in the fifteenth century A.D.; mechanically powered printing was introduced in the nineteenth century. In a relatively brief period of time, the first 80 years of the 20th century, we have seen the advent of the paperback book, the generalized use of radio, television, cybernetics and space communications technology, and increasing applications of microelectronic technology. Is literacy by virtue of these developments already obsolete, or is it only the forms of its transmittal that are changing? Literacy is a code whether it is conveyed by marks on the earth with the twig of a tree, or a stick on the sand, by stylus markings on clay tablets, by a quill pen on parchment paper, by newsprint and ink from mechanical presses, or by microfilm or interactive television. A message is transmitted visually to the receiver whose task it is to decode and obtain meaning from the visual stimuli in order to take appropriate action.

Literacy is a tool for extending the power of the intellect and as such can push and modify thought into new realms. **Literacy is a means to an end,** not an end in itself. It is precisely because it is a means that it has become a value-laden issue which excites so many different attitudes. Confusing the issue is the lack of clear definitions of illiteracy and literacy. **Literacy is conditioned by the contexts in which it is found.** Its acquisition and application depend on a human being's individual abilities and motivation as well as on the cultural, social, political and economic contexts of the society in which the person lives. Historically, literacy appears to have developed in response to conditions encouraging trade and commerce, craft and industrial production, urbanization and administration, and the spread of Protestantism in the Western world.

Literacy could be perceived as a wedge for democracy. Where a largely illiterate society is ruled by an educated elite, mass literacy may well be unwelcome because it could entail a loss of power and status for the ruling literati. Under oppressive regimes, **literacy may be a means of conscientisation** - awakening the dispossessed and disenfranchised to the realities of their social situation so that they might deal with them critically. Literacy in such circumstances is often linked to liberation movements and revolutionary factions. It is often easier to innovate and introduce a mass literacy campaign when old social orders collapse than under more static social conditions. In more literate societies where the illiterate population is in the minority, social norms may favour domestication. In other words, there may be a greater likelihood of existing social relationships being perpetuated and of the newly literate persons having to fit into the norms of the dominant society. Those who are unable to do so may become marginal citizens, disoriented and alienated from the culture of the larger society and even from themselves.

Literacy is a skill or the acquisition of a set of skills which makes participation in one's community possible. The extent to which these skills are acquired and practised, however, depends on a multiplicity of individual and societal factors. A minimum of four years of primary schooling has been generally considered necessary to maintain literacy skills although this standard is now a subject for further research. Class size, quality of instruction, materials and facilities, content and length of lessons, are only some of the variables which could affect maintenance of literacy or lapses into illiteracy even after four years of schooling. It is necessary to see literacy as a continuum within which there are many phases and complex interactions.

Literacy is generally needed for something. Today, in the poorer countries of the world it is seen as being the key to further social and economic development and to self-reliance. In the developed world, literacy has, until recently, generally been taken for granted. Various studies and campaigns, however, have revealed the existence of groups of adults whose literacy skills are inadequate for daily living in current society. Questions, discussions, studies and campaigns are proliferating on a world-wide basis as individuals, organizations and nation-states try to come to grips with the dimensions of literacy and its practical applications.

Traditionally, the developing countries of the world have been known as the Third World. The Third World has been differentiated on the basis of material resources, so that the poorest countries with the least material resources constitute the "Fourth World". A recent concept ties together all the illiterates of the globe into the "Fifth World" (Botkin, Elmandjra and Malitza, 1980). The "Fifth World" concept is applied to that part of the world's population which is poorest in certain non-material resources, chief among which is literacy. A large proportion of the "Fifth World" is made up of women in the rural areas of the poorest countries, but the "Fifth World" also extends to the developed countries to include those unable to participate in their society.

Illiteracy is thus a global problem encompassing at least one fifth of humanity, and the rate of technological change at once makes possible universal literacy, but also raises the question of its demise (Oxenham, 1980).

The Scope of this Paper

The thrust for global literacy has affected Canada. One effect has been an increased awareness about our own Fifth World. For the most part, in the 1960s and 1970s, adult literacy training, in Canada has been carried out by:

(1) the federally funded Canada Manpower Training Programme where the emphasis has been on training leading ultimately to employment;

(2) a small number of voluntary and private organizations working with learners on a one-to-one basis or in small groups in local communities; and

(3) sporadic school board and college activity.

Various organizations and some provincial governments are beginning to recognize the problem of adult illiteracy and to devise strategies and policies for addressing the issue. The progress, however, is uneven and fragmented.

In terms of addressing national issues, especially educational ones, Canada has to face several factors related to geography, culture and political jurisdictions.

Canada is the second largest country in the world with an area of about ten million square kilometres. In this area, there is a population of twenty-three million people from St. John's, Newfoundland to Victoria, British Columbia (a distance of over 7000 kilometres). Most of the population lies within a few hundred kilometres of the boundary with the United States and within twenty-three metropolitan areas of over 100,000 people. Nonetheless the overall population density of Canada as a whole is very low, about two persons per square kilometre.

Canada is bilingual with English and French being Canada's two official languages. Canada is also a multicultural country. Many immigrant and refugee groups have maintained their customs and linguistic heritage even though they probably use one or both of the official languages within the larger Canadian society. Because of their relationship to citizenship, classes in the official languages for immigrants in Canada generally have been well sponsored and organized. Within some ethnic groups, however, the problem of illiteracy in the mother-tongue has surfaced. This problem makes it more difficult to teach a second language and requires more attention. The indigenous peoples, the Indians and the Inuit have many languages and oral traditions are still very strong. Minority language groups tend to face problems of acculturation to the dominant society.

Canada is organized into ten provinces and two territories with a federal government located in Ottawa. Under the British North America Act of 1867, education became a provincial responsibility. One result is that there is no federal department or office of education and therefore no federal policy in education per se. The federal government does however have a considerable presence through various cost-sharing programmes and other arrangements between some federal government departments and relevant provincial government counterparts. At the national level, the Council of Ministers of Education in Canada (CMEC) provides for a sharing of common educational concerns and a means for cooperation among those departments. In addition, there are many national non-governmental organizations concerned with various aspects of education.

A review of the above factors sets the context for a description and discussion of literacy activities and issues in Canada. However, the Canadian context should also be seen in relation to the overall literacy situation in the world. Therefore, the paper attempts to draw together various aspects of the historical developments in literacy, current definitions and attempts at measurement, as well as examining literacy's link with adult basic education. It highlights elements of the global situation and examines more closely some developments in the industrialized world, using Great Britain, Australia and the United States especially as case-study examples. The balance of the paper is devoted to the Canadian situation. It begins by giving the Census data, proceeds with a description of various responses to the adult literacy issue by the federal and provincial governments as well as by a variety of other organizations, and finally raises some questions on the issues at stake. A fairly comprehensive bibliography with emphasis on Canadian sources and a Directory of Canadian organizations and contact persons are also provided.

I THE BASIC EDUCATION - LITERACY CONNECTION

"Literacy training is only a 'moment', an element, in adult education."[1]

For a long time, literacy training was considered as a separate entity, as an end in itself. More recently, with increased sharing and exchange of information regarding literacy campaigns or programmes and their results, a shift in thinking has come about. Literacy is seen as an essential component of development projects in the Third World. It is also acknowledged that there is a literacy continuum. The recognition of pre-literacy and post-literacy phases in literacy campaigns, however, serves to focus on literacy as a distinct stage between the two phases. In the developed world, 'literacy' covers a wide range of abilities and skills that give it more subtle and complex connotations. This section will examine various concepts and meanings attached to literacy.

A. Definitions - Historical Perspective

Literacy is a concept which is relative to the social, economic and political contexts in which human beings find themselves. Literacy is often linked with culture, but it should be remembered that many cultures are or have been traditionally oral cultures. Furthermore, in the pre-literate world of ancient Greece, oratory was a highly prized ability. In the global context, a "pre-literacy" phase of a campaign often concentrates on oral and aural skills to ensure familiarity and fluency with the spoken language. It has been suggested that perhaps the reason many North American children have difficulties with reading today is because their oral skills are not sufficiently practised.[2]

Throughout the history of the world, syllabaries, alphabets and other forms of coded language have evolved for the purpose of either communicating with another human being, or aiding one's memory. Havelock (1974) has pointed to the Greek alphabet as "the first and only system to achieve concurrently the three conditions for reading." These conditions he outlined as;

(1) exhaustive coverage of linguistic sound;

(2) unambiguous coverage of such sound by the visual symbols; and

(3) a strict limit for the number of shapes representing sounds.

These three conditions were achieved after 700 B.C. in Greece in the invention now known as the "alphabet". The form was modified through history so that three main alphabetic systems now compete with each other - Greek, Roman and Cyrillic. Modifications were made according to local sounds not used or found in the ancient Greek tongue. The use of different scripts has been ascribed to cultural politics rather than to linguistic logic.[3]

Once spoken language was written, it was theoretically possible for it to be shared by many people through reading. However, the materials available for writing and the art of mastering the script were factors which prevented the widespread development of literacy. Writing tended to become the practice of scribes and elites for reading by scribes and elites. Calligraphy became an art and as such provided further barriers to literacy. These practices in the hands of a small minority of the general population have been dubbed craft literacy. For social literacy to occur, readership must be widely developed.[4] After the invention of the Greek alphabet, expansion of reading habits took place as the Greek culture spread throughout the Mediterranean world. After the decline of the Roman Empire, most of Europe during the Dark Ages reverted to craft literacy. The invention of the printing press laid the foundation for the modern era and universal social literacy.

The technology of printing freed writing from its handicraft production. It provided a basis for standardization and legibility of scripts as well as making possible mass production of reading materials. Learning to read could be introduced to children as they learned the sounds of their spoken tongue. Theoretically, therefore, reading skills could be acquired by the majority of the population. Technologically, literacy had passed from the hands of an elite to the populace at large. Historical factors and socio-political conditions, however, have determined the extent to which universal social literacy has come to pass.

B. Current Definitions

It has been noted that literacy is relative to the societal context in which people find themselves. Because of this fact, requirements for literacy change. Literacy is multi-dimensional and has both qualitative and quantitative aspects which frustrate attempts to neatly define it. The World Congress on the Eradication of Illiteracy in 1965 defined it in functional terms:

> Rather than an end in itself, literacy should be regarded as a way of preparing man for a social, civic and economic role that goes far beyond the limits of rudimentary literacy training consisting merely in the teaching of reading and writing.[5]

Functional literacy became associated with work-oriented literacy programmes that tended to fit into the established economic order. Debate and discussions on the nature of literacy began to be influenced by the ideas of Paulo Freire particularly in the early part of the 1970s. Literacy was seen as a process, an awakening of people's innate potential so that they could free themselves by critically analyzing the conditions under which they lived. Literacy thus went beyond merely training people for jobs.

The new ideas found expression in the Declaration of Persepolis (1975). Literacy was seen as:

> ... not just the process of learning the skills of reading, writing and arithmetic, but a contribution to the liberation of man and to his full development. Thus conceived, literacy creates the conditions for the acquisition of a critical consciousness of the contradictions of society in which man lives and of its aims; it also stimulates initiative and his participation in the creation of projects capable of acting upon the world, of transforming it, and of defining the aims of an authentic human development. It should open the way to a mastery of techniques and human relations.[6]

It is clear from the literature that literacy has the following properties:

(1) Literacy is a means, not an end in itself.

(2) Literacy contains many skills, not only reading and writing.

(3) Literacy is a tool for self-fulfillment.

(4) Literacy involves participation of the learner and leads to participation in society.

In the global context functional literacy has been related to community development and non-formal education projects, as opposed to conventional literacy classes. In the technologically developed and print-oriented societies of the Western World, literacy permeates the learning and developmental processes. There is a continuum ranging from basic literacy to a series of technical literacies.

Basic Literacy. -- At one end of the continuum, is basic literacy, or what some authors refer to as conventional literacy. This is the stage at which a person's ability to read and write is limited to very simple tasks such as reading and writing one's name and address, recognizing and understanding some social sight words, writing some simple sentences for communication purposes. Literacy is confined at this stage to some simple "survival" skills of reading and writing. A person without these skills has been designated as "illiterate", as "non-reader".

Functional Literacy in the North American Context. -- As we move from basic or conventional literacy we come to a stage known as functional literacy. Implied in the definition is a critical threshold which, once reached, enables a person to handle the tasks of everyday life with confidence and responsibility. The relativity of the concept however, has begun to spawn almost as many definitions as the word literacy itself.

Sticht (1975) defines functional literacy in a job-related context as "the possession of those literacy skills needed to successfully perform some reading task imposed by an external agent between the reader and a goal the reader wishes to obtain."[7] More recently, Hunter and Harman (1979), have defined functional literacy as:

> the possession of skills perceived as necessary by particular persons and groups to fulfill their own self-determined objectives as family and community members, citizens, consumers, job-holders, and members of social, religious, or other associations of their choosing.[8]

This definition is an elaboration of former ones which indicated that literacy was the ability to effectively engage (or function) in the activities of one's community. It also reflects the findings and work of the Adult Performance Level (APL) Study (Texas, 1975) in which functional literacy became functional competency and was defined in terms of applying a set of skills to a set of general knowledge areas required for adult living. The skills were the communication skills of reading, writing, speaking, listening and viewing; computation; problem-solving and interpersonal relations. The general knowledge areas consisted of consumer economics, community resources (including transportation), health, government and law, and occupational knowledge.

Another element in the Hunter and Harman definition which differs markedly from that of Sticht's is the emphasis on the self-perception and self-determined objectives of the people concerned rather than their reaction to an external agent. This definition accords with the British literacy experience where a discussion of definitions led Jones and Charnley (1978) to declare:

> If people are in fact coping with their lives without literacy, can they be judged to be functionally incompetent and therefore in need of education? On this basis, the only working definition of an adult sub-literate seems to be 'one who knows he is'. It is the *perception* of his inadequacy, attested by his willingness to seek tuition, that includes him in the category.[9]

It is easy to see that when functional literacy is defined in terms of social and community development, the workplace, and the ability to cope with life, that "literacy" expands beyond the written word and can begin to mean all things to all people! Reading specialists have argued for keeping the term related to "competency with printed materials". Kirsch and Guthrie (1978) stated: "Literacy, whether general or functional, should not be used to represent skills or behaviours beyond those with printed materials."[10] Part of the rationale for this stance is in order to develop a methodology and the tools for adequately assessing the reading competency. There is a great deal of merit in focussing on the link with printed materials, since much of what is printed in Western Europe and North America is at the equivalent of a grade 10 readability level or higher. Thus, in relation to the printed word, functional literacy can vary considerably among the population according to the combined effects of factors such as levels of educational attainment, individual ability, the technicality of the prose and so on. There are probably very few people, if any, who would not be functionally illiterate under certain circumstances where technically abstruse or highly esoteric printed material is presented. In these circumstances, however, literacy is considered to extend beyond the functional domain.

Humane Literacy. -- Once the threshold of functional literacy is attained, the literacy continuum continues to a stage identified as *humane literacy*. This has been defined as "the ability to read with comprehension and judgment the works of the best practitioners of the language, philosophers and poets in all their guises."[11] Others would refer to this stage as "mature literacy" and place it in the broader context of a person being able to read and understand nearly all materials except the most esoteric and technical materials beyond the person's interest.

Technical Literacies. -- Literacy, as a competency, as a coping ability, as a tool for critical evaluation, as a decision-making tool for informed action, as a manipulative tool related to psychomotor skills has given rise to technical literacies. Thus, one reads or hears of: numeracy (the literacy of numbers), cartolacy (the literacy of map reading), scientific literacy, environmental literacy, civic and political literacy, computer literacy, and visual literacy. Every subject specialist probably has in mind a critical threshold of functioning or skill acquisition which constitutes a "literacy level" for that subject. The main point of departure, between functional literacy as related to printed materials only and functional literacy as being a set of skills going beyond the printed word, is to a great extent based on the differences in viewpoint between subject specialists - the reading specialists on the one hand, and the social scientists and adult educators on the other.

To the extent that the printed word is now so widespread, at least in the Western World, the key to understanding the other "literacies" is based on the foundation of basic or conventional literacy. As further media technologies develop and interactive television becomes widespread the word will be transposed from paper to a screen, but it will still be a word - a key to the present, the future, the wisdom and the historical records of the past.

When all is said and done, how is literacy defined? "That depends upon the point of departure and the intended destination".[12]

C. Quantification of Literacy

Unfortunately, there is no adequate measuring device available when it comes to quantifying literacy on a large scale.

Unesco has provided some guidelines to Member States for collecting data on illiteracy. The 1978 Unesco Revised Recommendation Concerning the International Standardization of Educational Statistics provided the definitions below and the suggested methods of measurement.

Statistics of Illiteracy

Definitions

1. The following definitions should be used for statistical purposes:
    - (a) A person is literate who can with understanding both read and write a short simple statement on his everyday life.
    - (b) A person is illiterate who cannot with understanding both read and write a short simple statement on his everyday life.
    - (c) A person is functionally literate who can engage in all those activities in which literacy is required for effective functioning of his group and community and also for enabling him to continue to use reading, writing and calculation for his own and the community's development.
    - (d) A person is functionally illiterate who cannot engage in all those activities in which literacy is required for effective functioning of his group and community and also for enabling him to continue to use reading, writing and calculation for his own and the community's development.

Methods of measurement

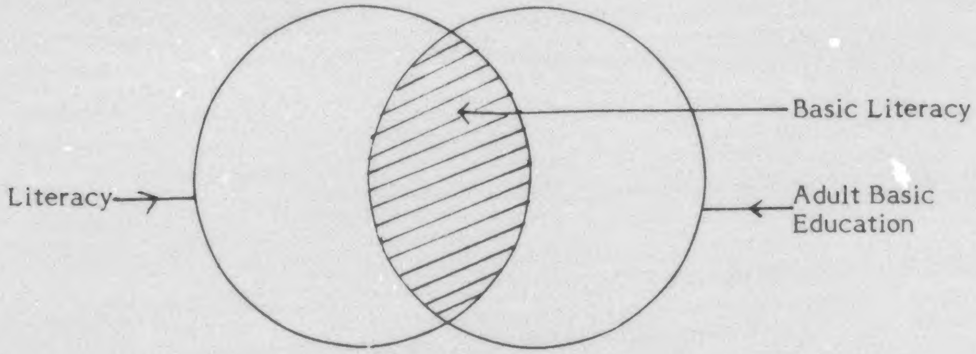
2. To determine the number of literates (or functional literates) and illiterates (or functional illiterates) any of the following methods could be used:
    - (a) Ask a question or questions pertinent to the definitions given above, in a complete census or sample survey of the population.
    - (b) Use a standardized test of literacy (or functional literacy) in a special survey. This method could be used to verify data obtained by other means or to correct bias in other returns.
    - (c) When none of the above is possible, prepare estimates based on:
        - (i) special censuses or sample surveys on the extent of school enrolment;
        - (ii) regular school statistics in relation to demographic data;
        - (iii) data on educational attainment of the population.

One has only to view the definitions provided by Unesco to realize the enormity of the task in obtaining accurate literacy/illiteracy statistics. In Canada, the Census ceased to ask people whether they could read and write in the 1930's. Studies involving standardized tests are usually only administered to small segments of the total population. The Adult Performance Level Study in the States projected national figures from its sampling techniques with different groups of Americans. Such studies demand extensive research resources and time. In the absence of any commonly agreed upon literacy measuring device, most countries fall back on Unesco's suggested estimations outlined in 2(c) above. School enrolment is an indicator of the extent of elementary school education and therefore the opportunity for children to learn to read and write. Data on the educational attainment of the population provide a rough guide to the adult population's literacy levels.

On the global scale, the numbers of adult illiterates refer to those who have had no or minimal schooling. In the developed world, these numbers are very small, in comparison to The Third World. However, given the level of technological development and the demands of the workplace, adults with less than elementary schooling are generally considered functionally illiterate and in countries such as the U.S.A., the U.K. and Canada, such population constitutes between one third and one quarter of the adult population.

D. Adult Basic Education

Adult Basic Education (ABE) is the generic name used to denote the provision of activities and programmes for adults who have not completed elementary or high school education. Necessarily, therefore, it includes basic literacy and functional literacy skills. Literacy, in its mature or humane phase goes beyond ABE. Also, ABE, in its programme scope, addresses activities other than basic or functional literacy as narrowly interpreted in relation to printed materials. There is a symbiotic relationship between the two, as indicated by the overlapping circles in the following figure.



In that ABE includes the kinds of skills and competencies we have begun to talk about in relation to functional literacy or functional competency, many practitioners in North America feel more comfortable using the term ABE. In educational institutions, where levels are assigned to ABE, the cut-off point for naming literacy programmes is below the grade 9 level. However, some practitioners reserve the term "basic literacy" for programmes concentrating on communication skills below the grade 5 level.

Communication skills normally include listening, speaking, viewing, reading and writing. For the totally illiterate person, the first step to literacy is development of oral skills. Experience has shown that students who are having difficulty with literacy skills (reading and writing) also have poorly developed oral skills.[13] It is important to develop fluency in the spoken tongue as well as good auding skills. (Auding is to speech as reading is to writing.) In the world context, the use of the term "basic education" leaves open the option of developing oral/aural skills through radio technology as a first step to literacy. Part of the logistics of a literacy campaign - mass or selective - is providing the tools of literacy. Writing tools, paper, reading materials and so on are needed in great quantities. One reason for identifying a "post-literacy" phase is a reminder to planners that unless a literacy environment exists, the gains made during the literacy campaign may be lost if learners cannot practise their newly found skills. The necessity for providing and distributing follow-up reading materials is a planning consideration that adds to the cost of literacy campaigns. The coming of the transistor has made radio a cheap and easily available medium whose educational potential has not yet been fully explored. It has been stated that "the number of radios per inhabitant exceeds the number of copies of daily newspapers per inhabitant, both for the developing world and for the world as a whole."[14] Several international reports have commented on the potential but underuse of radio as an educational medium.[15] It can be a tool in oral instruction, as well as a learning aid in other forms of educational delivery once literacy skills have been acquired.

Viewing or observing skills are important in developing interpersonal relationships, as in, for example, the interpretation of body-language "cues". Viewing skills are also important in critically appraising the visual media. A recent report indicated that the average Canadian child watches television for 4 1/2 hours per day.[16] By grade 3, "the televised child has spent 5000 hours watching the tube."[17] "An eleven-year old child spends 80% of his viewing time watching ADULT programmes, and by the time the child is 15, he will have witnessed 13,000 murders and a variety of other violent acts."[18] Media technology is forging ahead. Microelectronics and fibre optics are making possible some exciting innovations for programme delivery such as the Canadian videotex system - Telidon. The software, however, is lagging behind. Coping with such technological changes will present some of the greatest educational challenges ahead.[19]

II THE WORLD SITUATION

A. Literacy: The Right of Every Human Being

On December 10, 1948, the United Nations adopted its Universal Declaration of Human Rights. Article 26 of that Declaration states:

> Everyone has the right to education. Education shall be free, at least in the elementary and fundamental stages. Elementary education shall be compulsory. Technical and professional education shall be made generally available and higher education shall be made equally accessible to all on the basis of merit.

This Article is the one on which subsequent world statements and declarations about literacy as a right have been based. However, this Article is closely related to others in the Universal Declaration and its execution is dependent, to a very great extent, on the recognition given to these preceding Articles. The Director of the United Nations Human Rights Coordination Unit (Herzog, 1973) in discussing the work of Unesco stated:

> For unless the equality of all men is recognized (Article 1 of the Universal Declaration) whatever their race, colour, sex or language (Article 2), and unless discrimination of any kind is condemned (Article 7), the proclamation of the right to education, to culture and to information (Articles 26, 27, and 19) which fall within the competence of Unesco, are only hollow words.[20]

He goes on to say:

> Although education is a right, like other rights it is conditional and not absolute: its exercise depends on the practical possibilities of applying it. ...
>
> Too many countries still face too many difficulties of all kinds -economic, social and cultural, scientific and technical - which, despite the enormous efforts they are making, prevent them from providing schooling for all their children.[21]

Herzog talks about adult illiteracy as a form of discrimination which divides mankind, and says that literacy training is the prerequisite for the exercise of human rights. A former Director-General of Unesco is quoted as having declared: "An illiterate is unaware of the law which could protect him ... another right, the right to information, remains a dead letter for him. Illiterates are not informed; they are conditioned."[22]

Pioneering activities to awaken the world community to the seriousness of illiteracy, culminated in a World Conference on Adult Education in Montreal in 1960. It advocated the organization of a vast campaign aimed at eradicating illiteracy within a few years and was followed by the World Congress of Ministers of Education on the Eradication of Illiteracy (Tehran, 1965). These events resulted in the initiation and implementation of the Experimental World Literacy Programme (EWLP) between 1967 and 1973 under the auspices of Unesco. EWLP, however, was not designed to eliminate or reduce illiteracy on a world scale but to provide some demonstrations and data on the economic and social returns of literacy as well as the relationships between literacy training and development.

In 1975, an International Symposium for Literacy was held at Persepolis, Iran. The Declaration of Persepolis promulgated at this event provides a charter for literacy workers throughout the world. It states that: "Literacy is not an end in itself. It is a fundamental human right."

A year later at the Nineteenth Session of Unesco's General Conference (Nairobi, 1976), the Recommendation on the Development of Adult Education was adopted. This Recommendation made many references to the underprivileged groups of society and to illiterates and stated that "the most educationally underprivileged groups should be given the highest priority within a perspective of collective advancement."[23] Unesco has taken two other steps to help focus public attention on literacy activities. These are:

(1) The establishment of International Literacy Day to be celebrated on September 8th each year. (This was the day on which the World Congress was convened in 1965.)

(2) The establishment of two major prizes and other awards for meritorious work in literacy undertaken by individuals or organizations. The announcement of the recipients is made in Paris on International Literacy Day.

Thus, in the thirty or so years since the Universal Declaration of Human Rights, much has been accomplished on a global scale and an international climate prevails which is conducive to literacy work.

B. Illiteracy in the World

> As a result of the campaign waged throughout the world in recent years, the illiteracy rate has fallen. But the fact remains that a vast number of children and adults are still deprived of their fundamental right to education and literacy. Taking the world as a whole, three adults out of ten are illiterate. (Unesco pamphlet)

Literacy and education have been considered as technologies or processes which may transform the individual person and society. Literacy work has been characterized therefore by two major thrusts:

(1) provision of universal primary education, and

(2) adult literacy campaigns.

The dual struggle against illiteracy has also been summed up by the words 'elimination' and 'remediation'. It has been estimated that the critical threshold for economic development in a nation is forty per cent adult literacy or primary enrolment.[24] Allocation of scarce resources has often resulted in switching priorities to favour those already educated. Thus, in areas where there is little or no demand for literacy, illiteracy prevails. Such conditions exist generally in the rural areas, among the poor and the women of the world.

The statistics for adult illiteracy will be examined according to the global situation, geographic distribution, sex and age groups. Illiteracy, as used in this global context, refers to those persons who have never received schooling or whose literacy training has been so limited that they have been unable to acquire the basic skills in reading and writing.

1. The Global Situation

As can be seen from Table 1, there is a paradox facing the world. On the one hand, the percentage of adult illiterates has declined, but on the other hand, the absolute number is increasing. The overall increase is mainly because of the unprecedented rate of population growth in developing countries.

Table 1. Growth of Adult Population (15 years and over) and Increase of Literates and Illiterates 1950-1990. (Numbers in millions).

Year	Adult Population	Adult Literates	Adult Illiterates	Illiteracy Rate
1950	1,579	879	700	44.3
1960	1,869	1,134	735	39.3
1970	2,290	1,548	742	32.4
1980	2,818	2,004	814	28.9
1990	3,444	2,560	884	25.7

(Unesco Statistics)

At the present time (1980), it is estimated that there are 814 million adult illiterates in the world and these represent 28.9 per cent of the adult population. It is further estimated that at the turn of the millennium there will be at least 954 million illiterate adults. It should be noted, however, that these statistical projections make no allowance for the effects of mass literacy campaigns which are either currently underway or planned for the future.

As of 1980, five countries have over 90 per cent illiteracy, namely Upper Volta, Ethiopia, Niger, Somalia and Yemen. A further nine have over 80 per cent illiteracy, another nine have a rate over 70 per cent and a further six countries have more than 60 per cent. Forty-four countries have over 50 per cent illiteracy according to the Unesco statistics. Another forty-five countries have between 10 and 49 per cent.[25]

2. Geographic Distribution of Illiterates in the World

As Table 2 shows, about three quarters of the illiterates in the world are in Asia; and approximately a further fifth (twenty per cent) are in Africa. Of the seven per cent remaining, it is estimated that most (5 per cent) are in Latin America.

Table 2. **Distribution of Illiterates (15 years and over) by Major Regions of the World, 1970-1990. (Numbers in millions).**

Year	Asia	% of World Total	Africa	% of World Total	Rest of the World	% of World Total
1970	540	72.8	139	18.7	63	8.5
1980	599	73.6	156	19.2	59	7.2
1990	654	74.0	168	19.0	62	7.0

(Unesco Statistics)

In 1980, ten countries have a combined illiterate population of over 420 million or 52 per cent of the world total. These countries are listed in Table 3. The gravity of the situation in India is particularly apparent. The number of illiterates is more than eight times as great as the next country listed. Also, the projected net increase over the next decade (43.7 million) is greater than the total number of illiterates in any other country.

Table 3. **Countries with the Greatest Number of Illiterates (15 years and over) 1980 with Projections for 1990. (Numbers in millions).**[26]

	Country	Number of Illiterates 1980	1990
1.	India	243.1	286.8
2.	Pakistan	29.8	33.8
3.	Indonesia	29.2	26.8
4.	Nigeria	27.6	29.9
5.	Bangladesh	26.9	28.6
6.	Brazil	18.1	15.9
7.	Ethiopia	16.7	20.0
8.	Egypt	11.7	12.8
9.	Iran	11.1	10.4
10.	Afghanistan	10.7	13.4
	Sub Total	424.9	478.4
	% of World Total	52.2	54.1

(Unesco Statistics)

There are only three African countries listed in Table 3, but the illiteracy rates are higher in Africa than any other region of the world. Of the fourteen countries which have a rate greater than 80 per cent, ten are in Africa and four are in Asia. The major regional groupings with constituent countries are as follows:

West Africa: Upper Volta, Niger, Mali, Gambia, Guinea, Sierra Leone, Senegal and Chad

East Africa: Ethiopia and Somalia

Middle East: Saudi Arabia and Yemen

Middle South Asia: Afghanistan and Nepal

Only two countries listed in Table 3, Iran and Brazil, indicate a decline in the total number of illiterates. This trend is a result of the literacy campaigns in those countries, although the full effect of such campaigns is difficult to measure.

3. Illiteracy According to Sex

It has been stated that 28.9 per cent of the world's adult population is illiterate. Within this percentage and the total figure of 814 million illiterates which it represents, there are inequalities based on sex. Of the 814 million in 1980, 39.6 per cent (322 million) were male and 60.4 per cent (492 million) were female. This latter percentage has increased from 58 per cent in 1960 and it is also known that in several communities virtually the whole of the female population is illiterate. The gap is not estimated to close by 1990 when the male/female illiteracy percentages will be 39.0 and 61.0 respectively of the total illiterate population.

Table 4. World Situation in 1980 for Adult Illiteracy in Population (15 years and over) According to Sex. (Numbers in millions).

Item	Total	Male	Female
Population	2818	1400	1418
Literates	2004	1078	926
Illiterates	814	322	492
% of Illiterates	28.9	23.0	34.7

(Unesco Statistics)

Table 4 indicates that 23 per cent of the world's males are illiterate compared to nearly 35 per cent of the world's females. This disparity between the sexes is a cause of concern for many Unesco officials and others, such as representatives of the World Bank, who are involved in international development and aid programmes. Some of their comments related to this sexual disparity are included below.

> It has been stated that men and women 'are entitled to equal rights as to marriage', but what meaning have such rights so long as the illiteracy rate in certain societies is 86 per cent for women and 51 per cent for men and so long as the number of illiterate women between 15 and 45 years old is almost double that of men of the same age group? ... the illiteracy of a very large number of women cannot but accentuate their subordination within the family, thus making principles of equality illusory.[27]

> The difficulties encountered in educating women are enormous: for example, some families are prepared to pay for schooling for a boy, but not for a girl, or they may be afraid that educated girls will leave the village, or there may be rivalry within the family, and the mother-in-law may be unwilling for her young daughter-in-law to study, or certain customs may be infringed, thereby jeopardizing either the caste system or the village structure. The main difficulty springs from the fact that people have little or no idea of how much women's education can benefit the community.[28]

> There are unequal education opportunities within countries based on sex, socioeconomic status, and different regional, rural, urban and, sometimes, ethnic background. Of all the disparities, none is of greater hindrance to development than that based on sex. If the greatest single obstacle to improvement in general living conditions is continuing population growth, and if the social, economic and educational status of women significantly affects fertility levels, then the education opportunities available to women are of crucial importance.[29]

4. Illiteracy According to Age

Illiteracy rates within certain age groups are indicators of past achievements and future trends. The 15-19 years age group is a particularly useful one. Fisher (1980) cites three reasons for analyzing this group:

(1) It is an indicator of the number of new illiterates who have been added to the total stock of adult illiterates in the previous five years. (After reaching the age of 15, very few people are likely to become literate through the regular school systems, hence, age 15 is taken as a suitable threshold for the measurement of adult illiteracy.)

(2) The illiteracy rates within this age group indicate what changes can be anticipated in the total adult illiteracy rate.

(3) The illiteracy rate of the group is an indicator of the performance of the regular school system at the primary level. The rate can be used as an educational planning tool to determine whether greater priority should be placed on adult literacy initiatives or on the regular primary school system.

Within the 15-19 years age group, India has the greatest number of illiterates in the world. The numbers have increased from 26.4 million in 1970 to 31.7 million in 1980 and are estimated to increase to 36.3 million in the 15-19 years age grouping by 1990. Thus in these twenty years there is a projected increase of about 10 million illiterate people in India. This figure is six times that for the total world increase in illiterates in the same age group for the same period (71.4 million in 1970 to 72.9 million in 1990, for an increase of 1.5 million). It is hoped that the current National Adult Education Programme in India which is aiming to reduce illiteracy among 100 million people by 1984 will make a considerable impact on the overall figures.

For the rest of the world, by 1990, illiteracy rates for the 15-19 years group are expected to be lower in all thirty-eight countries which had over 50 per cent illiteracy in this age group in 1970. This trend appears favourable. However, as with the overall global figure, absolute numbers will increase because of the population explosion.

> Of the 2 thousand million inhabitants of the developing countries more than 800 million are under fifteen, and ... less than 4 children in 10 in those countries complete their primary schooling.[30]

Before leaving this cursory review of the age factor, mention must be made of the 270 million children between the ages of 6 and 15 who are not enrolled in any school and thus are generally deprived of any systematic education. This statistic represents about 30 per cent of the total global population in that age group, and added to the total illiterate adult population, brings the total number of illiterates in the world to well over one billion at the present time. It is this young population that is contributing to the net increase of 70 million adult illiterates in the world by 1990.

Serious efforts to reduce global illiteracy must include the following strategies:

(1) provision of universal primary education;

(2) adult literacy programmes (selective or massive scale);

(3) demographic control through family planning.

In some countries or regions all three strategies can be combined in one project, and this may be the most desirable way to tackle the problem.

The Director-General of Unesco, Mr. Amadou-Mahtar M'Bow made the following remarks on International Literacy Day, 1979:

> If we are to make our children's future secure, we must deal with their whole environment. Everyone knows how essential the role of parents is in moulding children's personalities, in their success or failure at school and in their eventual choice of occupation. Hence the continual raising of adults' general level of culture and an increased awareness of their responsibilities are factors particularly advantageous to children's full development.
>
> Conversely, an illiterate family environment is unfavourable to this development.

C. The Struggle for the Eradication of Illiteracy

Two major conditions have to be recognized as necessary if literacy efforts are to have effective impact. These are national (political) commitment and the participation of the people. It has been noted that the most successful mass literacy campaigns have been conducted by socialist or revolutionary regimes, such as the Soviet Union, China, Cuba, Tanzania, and more recently, Nicaragua.[31] In times of societal upheaval, new initiatives often can be more readily introduced and adhered to than under fairly static societal conditions.

The African and Latin American countries are aware of the problems facing them in relation to illiteracy. The Final Report of the Experts' Meeting on Training Needs in the Field of Literacy in Africa held in Monrovia, Liberia in December 1979 points to the lessons to be learned from the Tanzanian experience. It notes the following requirements for eradicating illiteracy:

- a firm political resolve of governments,
- a sensitization and conscientization of populations in order for them to adhere to literacy projects,
- mobilization of human, material and financial resources,
- a radical transformation of the school system: to integrate it to development processes,
- the establishment of concise literacy data for the definition of rational and effective strategies, (and)
- the implementation of structures and institutions aiming at developing literacy programmes.[32]

The preamble to the recommendations made at this meeting states:

- Literacy must be a National Political Act for the promotion of economic, social and cultural development;
- Literacy must be an awareness through which the illiterates are enabled to resolve their problems in the field of health, economics and culture.[33]

Also in December 1979, the Mexico Declaration was promulgated at the Unesco Regional Conference of Ministers of Education and Those Responsible for Economic Planning of Member States in Latin America and the Caribbean. The Conference declared that:

> education is an essential tool for the release of man's highest potential to create a more just and balanced society, and that political and economic independence cannot be fully attained unless the population is educated, has a firm grasp of reality and assumes responsibility for its destiny.

It further declared that Member States should:

- Provide a minimum of 8 to 10 years' general education and establish as their goal to incorporate all children of school age in the system not later than 1999, in accordance with national education policies;

- Adopt a clear-cut policy with a view to eradicating illiteracy before the end of the century and to extending educational services for adults;

- Allocate increasingly substantial budgets to education until not less than 7 or 8 per cent of the gross national product is earmarked for educational purposes.

The Conference also appealed to Member States:

> To set themselves, for the forthcoming decades, the fundamental and vitally urgent task of combating extreme poverty by using all available resources and means to ensure the general introduction of complete or primary or basic education for all children of school age, to eliminate illiteracy and to intensify, gradually and thoroughly, programmes designed to make full provision for children of pre-school age who live in conditions of social deprivation.

The above statements remind us that resource allocation is vital for the implementation of literacy programmes. Literacy training entails a great effort in both human and financial terms. Unesco has said that funds have to be found, even if the implication is "a reduction in non-essential national expenditure - especially expenditure that encourages the arms race."[34] Statistics indicate that many developing and developed countries spend more on military production than on education.

His Holiness Pope John Paul II made the following comments in June 1980 at Unesco headquarters in Paris:

> I should like here to pay tribute, ladies and gentlemen, to your Organization's outstanding work, and at the same time to the work of the States and institutions you represent and their commitment to the task of promoting the general provision of education for the people at large, at all grades and levels, and of eradicating illiteracy which reflects the non-existence of even the rudiments of instruction, a grievous deficiency not only from the point of view of the basic culture of individuals and their environment, but also in terms of socio-economic progress. There are alarming signs of disparities in this field, linked with an often acutely unequal and unjust distribution of wealth: we need only think of situations where a small plutocratic oligarchy coexists with starving multitudes living in extreme poverty. The disparity can be remedied, not through bloody struggles for power, but above all, by systematically promoting literacy through the widespread provision of education for the masses. This is the direction in which we

must work if we wish afterwards to bring about the changes needed in the socio-economic domain. Man, who 'is more' because, also, of what he 'has', and what he 'possesses', must know how to possess, that is to say, how to deal with and administer the resources in his possession, for his own good and for the common good. For this, education is essential.

It is evident that literacy cannot be separated from the prevalent socio-economic and socio-political conditions, any more than it can from the psycho-social conditions. There is a complex matrix of circumstances which has to be faced in any given situation. The most common causes of illiteracy cited by Unesco are poverty, hunger, isolation, lack of funds for education and externally imposed education systems.[35] The cost of programmes required to combat adult illiteracy and achieve universal primary education is immense and demands international cooperation as well as intensive efforts on the part of the nations most concerned. As a step towards strengthening such cooperation, Unesco has pressed for literacy work to be included as a basic component of the Third United Nations Development Decade which began in 1981.

III ILLITERACY IN INDUSTRIALIZED COUNTRIES

Illiteracy is found in the developed countries as well as the developing nations of the world. It is a persistent phenomenon in society, but because of the prevalence of compulsory public education in the industrialized world, the phenomenon tends to be invisible. It is the minority of the adult population that is illiterate and consequently the term illiteracy has often been used disparagingly to convey stupidity and inferiority. Under these circumstances, it is little wonder that those who are unable to read or write feel embarrassed, ashamed, fearful of being discovered, and isolated in their plight. Within industrialized countries, migrants, immigrants, handicapped people, indigenous minority groups, the incarcerated, rural dwellers and inhabitants of the inner city and urban slums are some of the groups that suffer as a result of inadequate or poor literacy skills. Estimates of the levels of illiteracy in the industrialized world where compulsory schooling is in place are usually about one to three per cent. This situation is in contrast to the substantially higher levels in the developing countries. These are simplistic and inadequate estimates however for the industrialized world. In terms of the technological and economic development of the "Western World", high levels of schooling are normally required for economic self-sufficiency and social advantage. The "under-educated" adults of Western society, therefore, are generally socially and economically disadvantaged, and are considered to be those with less than elementary schooling.

Literacy and schooling have tended to be linked together in many minds, but Furet and Ozouf (1977) have shown that the history of literacy has been more a result of social development rather than the history of compulsory schooling. A review of the European situation therefore may provide a useful basis for understanding literacy/illiteracy patterns today. Later in this section, more detailed studies are provided of the recent British literacy campaign and literacy/ABE developments in the United States. Both of these countries have influenced the Canadian literacy scene. A shorter review of initiatives in Australia is also included for comparison with Canada, since both countries have many similarities in size, population, history and political structure.

A. Literacy Developments in Europe[36]

A mid-nineteenth century map of illiteracy in Europe would reveal the following distribution:

a. the countries of Fennoscandia (including Iceland), other north European countries such as Germany, Holland, Scotland, and Switzerland with an illiteracy rate of below 30 per cent;

b. the west European countries (Ireland, England, Belgium, France, Luxemburg) and the Austrian Empire with an illiteracy rate of between 30 and 50 per cent;

c. the east European countries (most of present-day Yugoslavia, Hungary, Bulgaria, Rumania) and the Mediterranean countries (Greece, Italy, Spain and Portugal) with an illiteracy rate of over 50 per cent; and

d. the Russian Empire with an illiteracy rate of 90 to 95 per cent.

There was thus a great variation in literacy rates on the continent. Sweden was 90 per cent literate, for example, while Spain and Italy were only 25 per cent literate. These overall statistics, however, mask regional variations within the country. For instance, at the time of Italy's unification (1871), Piedmont in northern Italy was 42 per cent illiterate, Tuscany in central Italy was 68 per cent illiterate and Basilicata in southern Italy was 88 per cent illiterate.

1. Conditions Affecting Literacy Development

Historical, religious, social, economic and linguistic conditions are some of the many factors which have contributed to the level of literacy in a particular country or region. We must go back before 1850 to understand some of the factors underlying the European situation at mid-century.

After the invention of the Greek alphabet, literacy was diffused through the classical world of Greece and Rome. With the fall of Rome in the fifth century and the invasions of northern people, the schools which had been set up fell into disuse. The Church alone was in the position of being able to save a literate culture from complete destruction. The clergy were directed to provide schools for the preparation of children wishing to enter the priesthood and for acquainting children with the scriptures. Between the fifth and eleventh centuries, most evidence of a literary culture comes from southern Europe, reflecting the difference between the Roman and German worlds. In the latter, literacy was considered unmanly. The case of France is interesting because it comprised elements of both the Roman and German worlds. The literacy history of this country reveals a division along an imaginary line joining St. Malo and Lake Geneva. Evidence of a literary culture in France during this period comes from south of that line.

Between the eleventh and twelfth centuries, the growth of towns provided a turning point in literacy development as the predominance of the urban centre over the countryside was established. Urban society depended on trade and industry which necessitated the division of labour with consequent social stratification. Lawyers, merchants and craftsmen required written records so literacy was favoured over oral traditions. The emergence of the paper industry, the art of spectacle making and the invention of the printing press laid the technological foundations for universal literacy. Under these circumstances, the Church began to lose its monopoly on literacy and education.

The Renaissance, Reformation and Counter-Reformation were all developments which stimulated the diffusion of literacy. A contributing factor was the use of the vernacular languages in print rather than the previously widespread Latin. The exhortations of Reformers such as Martin Luther, John Calvin, John Knox and their followers resulted in educational legislation in certain German states and northern European countries such as Sweden and Scotland whereby provisions had to be made in every parish for children to learn to read. The effect of such legislation, together with the spread of Jesuit schools during the Counter-Reformation affected the literacy map of Europe. At the end of the seventeenth century, the map pattern was the reverse of that in the Dark Ages. That is, northern European countries had a lower illiteracy rate (55 to 65 percent estimate) than southern European countries (70 to 80 percent illiteracy estimate). In the eighteenth and nineteenth centuries in Europe, the inequalities between rural/urban areas, women/men, and rich/poor were becoming more noticeable and resulted in further reform or revolution.

As literacy became more widespread, some elements of society questioned its usefulness. Members of the aristocracy and educated elite felt that the "common people" and the peasants only needed to know what was necessary for their daily tasks. Any greater knowledge might make the workers unhappy with their lot, decrease the manual labour supply and provide a base for sedition! Such fears were expressed in pre-Revolutionary France and in England in 1807. In the latter instance a Bill to provide elementary education in England was vehemently opposed by many and defeated in the House of Lords. As the Industrial Revolution gained momentum, England was to suffer for this short-sightedness. The Factory Act of 1802 had provided for mill owners to provide schoolrooms in their factories for children, but the children were generally exhausted with their long labours. The rapid growth of industrial towns quickly outstripped the available means of instruction. The structure and values of British society became barriers to education. This situation stimulated the growth of a wide variety of charitable societies and trusts that attempted to meet the educational needs of the population. State intervention was slow to come.

When the Industrial Revolution reached continental Europe, laws on free compulsory elementary education had generally been passed, as one country after another followed the examples of the German States. These countries were in a better 'take-off' position, therefore, than England with regard to social and educational progress. In parts of Europe, however, the peasantry remained largely illiterate, most notably in Russia.

The Industrial Revolution has been noted for its exploitation of children in mines and factories, and this fact tends to obscure the fact that children were also exploited prior to the Industrial Revolution by the demands of agriculture. Admittedly, life in the fields was healthier than in the mines and farm work was limited to one or two seasons, compared to year-round activity in the mines and factories, but the rythms of agricultural life partially account for the lower literacy rates in rural areas. The sowing and harvesting of the crops at the right time were vital to the life of the agricultural family. Attendance of children at school, even if schooling were free, meant lost economic opportunities for family units. Records of attendance at schools in France, Scotland and Italy in the nineteenth century show a decline in school attendance of anywhere from 25 to 85 per cent during the early summer period and the harvesting season.

The rural/urban split persisted until quite recent times in Europe. In France, the St. Malo - Geneva line tended to separate commercial, agriculturally wealthy, urban, more-literate France in the north and north east from the poorer, rural, more illiterate France of the south, with the exception of urban centres such as Bordeaux, Lyon and Marseille. In Italy, the high rates of illiteracy and poor educational facilities of Southern and Insular Italy (Sardinia and Sicily) persisted to the middle of the twentieth century when various experiments with Telescuola, Reading Centres and Adult Schools helped to close the gap between north and south.[37]

With regard to the male/female literacy ratio, until recent times, men were always more literate than women. In their study of literacy in France, Furet and Ozouf (1977) found that where women could read they generally could not write. Men on the other hand, could write but not read as well. There is a division of family labour here. Writing was generally not considered to be useful for women whose labours included the domestic ones of cooking, sewing, washing, ironing and mending. Reading was more important because of the educational role a mother played with her children. Writing was seen as more important for men in the keeping of farm accounts and in the work of the marketplace. Social attitudes served generally to keep women less literate than men.

In France, free, compulsory, secular education was decreed by the laws of Jules Ferry between 1881 and 1886, the law of 1882 being the most important one. However, it has been suggested that these laws already confirmed what was in fact being practised. Be that as it may, there existed in France pockets of illiteracy related to non-Francophone people. Thus, there is the question of how the imposition of an alien official language affects the literacy process among speakers of indigenous languages.

In nineteenth century France, a link has been established between low literacy levels and Breton, Catalan and Basque languages. On the other hand, high literacy levels were established for German and Flemish speaking areas of France compared to Francophone pockets within the same areas. The differences in the two situations have been explained by a difference of wealth: Francophones more affluent than the Bretons; Flemings and Germanophones more affluent than the Francophones. Another explanation, perhaps more valid, is the difference between oral and written cultures. The Flemings and Germans had developed a written culture and were affected by the changes brought about by the Reformation. On the other hand, Basque, Catalan and Breton represent oral cultures. The Frenchification of the people in these areas was resisted. When schools were introduced they were Francophone schools and therefore seen as oppressive. The spoken language of a non-Francophone group of people provided an instrument of intimacy and solidarity which the official language did not provide. A gulf existed therefore between the two languages and there was little motivation to read or learn the foreign language - French. In Catalonia in the eighteenth century when the elite were "Frenchified" an abyss was created between the Catalan people and those who spoke French. Non-literacy of certain minority language groups then appears as an expression of resistance to centralization and acculturation to the dominant society represented by the spread of the written official language. It should be stressed that this situation is most marked for oral cultures, because there are other examples from French history of minority language groups who had their own written form and were very eager to be assimilated into French life and acquire French schooling.

These cultural situations provide lessons and parallels for developing countries today where many languages exist. More attention is being given now to instruction in the mother tongue of the learners and to the transition to the official language. It is interesting to note that when communist Russia embarked on its literacy campaign there were 65,000,000 non-Russian people. Tsarist Russia had forbidden the use of native languages and sought to cripple native culture. The Soviet regime reversed the policy of Russification and decided that instruction had to be in the native language. For many minority groups this meant obtaining their own alphabet before literacy could be acquired. The tasks of the 1920s and 1930s were to develop these alphabets and materials.

2. Recent European Trends

Universal schooling has helped keep literacy rates high in the twentieth century, but literacy also has a history independent of the schools. Churches, voluntary associations, charities and the family have provided environments and opportunities for learning. Thus, the struggle for literacy is as much one of social development and community involvement as of schooling. It is important to recognize these findings and bear them in mind as the problem of functional illiteracy arises in industrialized countries today.

Recognition of an adult illiteracy problem in such countries is not uniform. Central governments in Britain, Sweden and the Netherlands have allocated funds for literacy training. Some states of the Federal Republic of Germany have supported literacy work. Denmark has produced a multi-media project - Danish for Adults - and the recent Oheix Report (1981) on poverty in France calls for an adult literacy campaign among its many recommendations.

The recent concern about illiteracy in the above countries is for the adult nationals of those countries. Changing technology and the raising of the compulsory school-leaving age, along with language training provision for foreign nationals, are some of the factors which have helped expose the literacy problems of native-born citizens.

Many of the West European countries have been concerned with the language and literacy training of migrants since the Second World War and especially since the formation of inter-country groupings such as the Nordic Labour Market, and the European Common Market. Industrial development and economic cooperation have encouraged groups of people to move from one country to another in search of better job opportunities and improved subsistence. Many migrants tend to settle, become assimilated into and become citizens of the host country. For others, these routes are not as easy, nor very often is a return to their original country possible, because of the circumstances prevailing there. People who move from their home countries, very often need oral and literacy training in the language of the host country.[38]

Sweden

In Sweden, a law was passed in 1973 requiring employers to give their immigrant employees 240 hours leave of absence with regular pay to attend lessons in basic Swedish. The lessons are provided free of charge. In addition, the State pays for courses in Swedish which are offered free to immigrants by various voluntary educational organizations.

In 1975, a Committee appointed by the Director-General of the National Board of Education presented its report on the illiteracy situation and outlined plans for the future. The report provided the basis for subsequent changes in the field. The educational needs of adults having less than the now required compulsory nine years of schooling as well as the needs of immigrants requiring language training can be met through a variety of programmes. Extra government subsidies to study circle programmes, usually neighbourhood or industry based, have resulted in a third of all study circles giving priority to the learning needs of undereducated Swedish adults, immigrants, the handicapped and the unions. Some study circle programmes are offered in combination with the folk high schools. Municipal and national adult education school programmes also cater to undereducated adults. A parliamentary decision in 1977 set a minimum standard of knowledge and skills to practise a trade and take part in society's other activities. Educational counselling, extra tutoring and financial assistance are available to all students in municipal adult education. Tuition is free.

Other programme study options include educational broadcasts combined with correspondence courses or study circles, or in conjunction with labour market training and trade union courses. Extra government subsidies and lowered minimum requirements as regards the number of students needed to start a class have made it easier to organize adult education programmes in rural areas. As of 1976, employers began paying a special payroll contribution for adult education. This fee helps to finance, among other things, high-priority study circles as well as outreach programmes at workplaces and in residential areas. Outreach programmes are aimed at reaching undereducated adults and are administered by local branches of trade unions in the workplace and by the voluntary educational associations in residential areas. In the latter areas, priority is given to immigrants, the handicapped, housewives and others working in the home.

Denmark

In Denmark, the Danish for Adults project had its origins in a government initiative in 1975 to make some educational provision for the "forgotten" groups in Danish society - adults suffering social and educational deprivation. (About two-thirds of the Danish population over 35 years of age have attended school for only seven years.) The partners involved in Danish for Adults were: the Ministry of Education, the education authorities and fifteen further education centres in three counties, and the educational broadcasting department of Danmarks Radio. The overall aims of the project were: to provide compensatory adult education in the mother tongue for those with a limited educational background, and to test the necessary mechanisms between the mass media and the content, level, organization and methods of adult education required in a large-scale venture.

Danish for Adults is a multi-media project involving television, radio and print materials as well as local support and counselling services. Three programme options were originally offered: class instruction, "self-service" distance learning, and a combination of both these options. After a pilot period in which one thousand students participated, some revisions to the programmes were made before being offered again. The programmes are being transmitted for the third time in 1981-82.

Netherlands

In the Netherlands, a research study financed by the Ministries of Culture, Education and Social Affairs was made public in the fall of 1977. At about that time, there were some 15-20 literacy schemes with no more than about 200 students. These schemes organized themselves into a national literacy network and developed, in the fall of 1978, into the National Literacy Support Organization with a small staff which received funds from the central government. There was considerable publicity around the results of the research and literacy efforts in the Netherlands multiplied. Consequently in 1980, the government released a policy document, and provided further funds for literacy work.

There are three components to the present funding arrangements: local literacy schemes are allowed a per capita amount for each student; there are funds for a literacy trainer/coordinator in each province which has literacy schemes (there are 11 provinces in the Netherlands); a national and coordinating body has been formed as well as a literacy team for research and development work at the National Study Centre for Adult Education. The government policy is intended as a stimulant and an innovative measure in the literacy field. The effects and the desirability of reformulating the policy will be evaluated during 1983. The present policy is operative until the end of that year.

Federal Republic of Germany

The Federal Republic of Germany has a total population of sixty-one million and consists of ten states and West Berlin. Bremen is the smallest of the federal states and has had experience in literacy work since 1976 through the work of the Volkshochschule (adult education institute) with young men in prison. The literacy programme outside jail began in 1978 and was related to the needs of gypsy families in Bremen and non-gypsies recruited through radio announcements. Requests for information about the Bremen experiences led the Volkshochshule in Bremen to arrange the first federal-wide conference for literacy workers and other interested persons in November 1980. The conference in Bremen has acted as a stimulus to the literacy effort in West Germany and various groups and organizations are beginning to plan further activities and seek funding for literacy work.

B. The United Kingdom's Adult Literacy Campaign

Although current developments in Western Europe have taken place in response to adult learning needs in the particular countries, there is no doubt that the British literacy campaign has affected and shaped some of the literacy activities in certain European countries. The highlights of the British experience will now be outlined.

Britain has a long tradition of education for those wanting to go to university (from the twelfth and thirteenth centuries in England, fifteenth and sixteenth centuries in Scotland), and also for secondary education provided by endowed grammar and public schools -many such schools dating from the sixteenth century, with some even preceding this period. As already noted, the introduction of universal education or mass literacy campaigns has often been associated with social and political changes. In England, the pressures and circumstances created by the Industrial Revolution brought about social and political reform in the nineteenth century. Such popular education and literacy work that existed in the early 1800s was carried out by voluntary associations, most notably the churches, through organizations like the Sunday Schools and the Adult Schools.

The 1830s was the decade of the first Parliamentary grant for education, the first Reform Act, the first substantial Factory Act, and a law abolishing slavery in the British Empire. Many of these developments were the results of pressure on the Government to prevent the exploitation of children in mines and factories. In 1870, three years after the Second Reform Act gave the vote to working class people in towns, the Elementary Education Act was passed. This Act provided for education for all between the ages of five and 13 which condition was virtually achieved by the end of the nineteenth century. Subsequent Education Acts (1918 and 1936) raised the upper age of compulsory attendance to 14 and 15 respectively. The outbreak of the Second World War, however, prevented the effective raising of the school-leaving age to 15 until April 1st, 1947. This latter provision was enforced and was part of many educational reforms embodied in the Education Act of 1944 which essentially directed the subsequent course of the education system in England and Wales, for it superseded all existing Education Acts. Subsequent Acts supplemented the 1944 Act, and the school-leaving age was raised to 16 years in 1970-71.[39]

In the light of this legislation and one hundred years of compulsory elementary schooling, a literacy campaign in the 1970s must come as a surprise. The fact is that workers with the British Association of Settlements (BAS) had been attempting to tackle the problem of adult illiteracy in their inner city neighbourhoods for many years. In November 1973, BAS held a conference "Status Illiterate - Prospects Zero". It prepared a booklet A Right to Read: Action for a Literate Britain (1974) and the campaign had begun.

1. The First Phases of the Campaign

The British had calculated from various surveys that there were two million adults in England and Wales with extremely poor literacy skills (a reading age of less than that of a nine-year-old child) and many more millions with a reading age between nine and thirteen years.[40] Hargreaves (1977) indicates that in the early 1970s there was virtually no literacy provision in about 40 per cent of the Local Education Authorities (LEAs), because there was no visible demand. Studies had shown that about 5,000 adults in England were receiving literacy tuition in 1973. At the BAS Conference, the British Broadcasting Corporation (BBC) made public its hope to mount a television series aimed at the adult illiterates.

David Hargreaves was given responsibility for drafting an overall plan for the BBC's contribution and producing the television component. After wide discussions with representatives of LEA's and voluntary schemes such as those represented by BAS, a three-year plan, which would coordinate the radio and television contributions and supporting publications for the period 1975-78, was approved in May 1974. The proposal for the broadcasting was costed at £800,000 ($1,800,000). In addition, it was estimated that £200,000 ($450,000) would be needed for other activities such as: a telephone referral service for would-be students and would-be tutors; tutor training; experimentation with the design and distribution of print materials for isolated adults with literacy difficulties; and independent research into the effectiveness of the project. A bid to the Department of Education and Science to finance a National Institute for Adult Education (NIAE) research project was successful. Eventually, in July 1975, the Ford Foundation provided a grant to aid in the provision of the other activities.

The characteristics of the broadcasting plan were as follows:

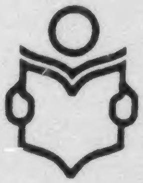
(1) there would be a dual thrust to contact potential students and potential volunteer tutors;

(2) the most effective use of television would be to reduce anxiety, rather than to provide instruction;

(3) the television programmes would be transmitted during peak viewing time and would have to be acceptable to the mass literate audience among whom the non-readers would be concealed;

(4) there would be efforts to persuade other BBC programme producers to make common cause with the literacy programme to ensure widespread distribution of the "message".

The serious efforts and commitment of the BBC prompted the Government to allocate a grant of £1 million ($2,250,000) for one year (April 1975 to March 1976) for support of LEAs and voluntary schemes involved in literacy provision. To handle the distribution of these funds, a new organization, The Adult Literacy Resource Agency (ALRA) was set up as an autonomous body under the aegis of the NIAE. Thus began a partnership between the BBC, ALRA and the National Committee for Adult Literacy. Early in 1975, a logo was designed by the BBC for the campaign and launched jointly by the partners. This visual symbol was a valuable publicity device as it provided easy identification of literacy schemes and materials. In the spring of 1975 ALRA started a bimonthly Newsletter to inform LEAs and voluntary workers of new developments and provisions. This Newsletter was published throughout the life of the Agency.



The logo designed by the BBC for the British Literacy Campaign

2. Subsequent Developments

For the second and third years of the campaign, the Government agreed to set up a separate agency for Scotland with a grant of £ 250,000 ($562,500) and to make available to England and Wales £ 1 million ($2,250,000) for each of the following two years - 1976-77 and 1977-78. The terms of the grant, however, changed. For the start-up period, 1975-76, the money was seen as a pump-primer to aid LEAs in making adult literacy tuition an integral part of their provision for adult education. Grants were made for:

(1) audio-visual and other technical aids;

(2) teaching materials, including those prepared by the Adult Literacy Resource Agency or commissioned by it;

(3) programmes of training for adult literacy tutors and for trainers of tutors;

(4) improvement of voluntary organizations' premises for literacy tuition; and

(5) assisting research or special projects.

After the first year, grants were allocated for:

(1) appointing full- and part-time staff for adult literacy work in Local Education Authority areas;

(2) providing an advisory and consultancy service;

(3) assisting voluntary organizations to enable them in furthering their literacy work;

(4) initiating and paying for training programmes; and

(5) initiating and paying for research and special projects.

Both the BBC and ALRA provided a series of ongoing publications. An eclectic methodological approach was favoured in materials. ALRA drew on the expertise of an Advisory Panel and literacy practitioners through BAS. The Agency produced kits such as: Lesson Kit for Trainers of Adult Literacy Tutors (1975), Resource Pack for Volunteer Tutors (1975), Pick and Choose (a resource kit for tutors - 1976); and booklets such as Teaching Adults to Read (1976), An Approach to Functional Literacy (1977), Helping Adults to Spell (1977). The BBC produced an Adult Literacy Handbook (1975, rev. ed. 1977), and a series of student's workbooks: On the Move (1975), Your Move (1976) and Next Move (1977). ALRA also produced films, provided training conferences and materials workshops.

The BBC project came to an end in 1978, but its initiative in the field and the momentum it created served to considerably enhance adult literacy provision. As planned, ALRA also phased out on March 31, 1978. It was replaced, however, by a new Adult Literacy Unit (ALU) which operated on a Government grant of approximately £ 300,000 ($675,000) per annum for the two-year period 1978 to 31 March 1980. The grant was given to further develop within the education service in England and Wales:

(1) provision for adult literacy or provision in which adult literacy tuition was a substantial proportion; and

(2) provision for immediately post-basic literacy students.

Many of the Unit's functions were similar to those carried out by ALRA. However, the Unit was also charged with sponsoring new work in adult literacy. About two thirds of the annual grant was designated for Special Development Projects in collaboration with local education authorities for LEA and voluntary organization projects. The Unit put out a Newsletter which was geared more directly to field workers and practitioners. The concern for quality of provision was expanded to include progress beyond literacy, i.e., integration to adult basic education.

In commenting on the literacy scene in Britain, the first Newsletter of the Unit had this to say:

> The 'pump-priming' phase in adult literacy has ceased and local provision has now become - as in other parts of the educational service - a local responsibility. This change -although it has not happened without an element of insecurity and heartsearching does emphasize the changed role of a national focus and the need for the consolidation and the development of the service locally. It would perhaps be fair to say that the initial establishment period for adult literacy is over and needs to be followed by a period of qualitative improvement, further development and transition, recognising the essential role the adult literacy service has to play in the development of basic educational opportunities for adults.[41]

The concern with the larger field of adult basic education had been growing with the experience of the literacy campaign. In particular, requests for help with numeracy were fairly frequent, but were not normally heeded during the initial years of the campaign.[42] In 1977, the Advisory Council for Adult and Continuing Education (ACACE) was set up by the Secretary of State for Education and Science. The Council had been commissioned "to advise on the best way of building on the adult literacy campaign of the last three years in order to create and implement a coherent strategy for the basic education of adults including continuing provision for adult literacy."[43] ACACE presented its findings in the spring of 1979 and made nine major recommendations as part of its strategy report. The general argument of the report concluded with this statement:

> What is needed is a firm statement of national policy for Adult Basic Education, together with the assurance of continued funding that will enable the policy to be planned ahead and executed with confidence.[44]

The Unit provided its own Annual Report for 1978/79 to the Secretary of State for Education and Science and made its recommendations for future literacy provision. The Adult Literacy Unit (ALU) emphasized that short-life agencies, however welcome, "do not help to create a coherent long term strategy for literacy and other basic skills work with adults".[45] In response to the ACACE Report and that of ALU, the Secretary of State indicated that he was not able to provide central support to encourage development across the whole field of the Council's report, but he attached "particular priority rather to work designed to improve the standards of adult proficiency in those basic skills, in areas such as literacy, numeracy, communication and coping, for those for whom English is a first or second language, without which people are impeded from applying or being considered for employment".[46]

Subsequently ALU's mandate was widened to include the other basic skills mentioned by the Secretary of State. The new unit was accordingly named the Adult Literacy and Basic Skills Unit (ALBSU) with a life expectancy, intially, of three years and a budget of £ 500,000 ($1,125,000) from the Government for the first year (1980-81). The first Newsletter of ALBSU, however, had some disturbing news. In announcing the new proposals from and action by central government, it expressed concern that in a "significant minority of areas"[47] cuts in adult literacy provision were being made. The flexible delivery methods were being abandoned in favour of more regularized and centralized service, especially in some rural areas. Provision was thus being dictated by financial rather than educational criteria and ALBSU pointed sadly to the paradox of renewed commitment at the central government level while local areas were cutting back. ALBSU called for continual demonstrations to decision-makers to show that adult literacy and basic skills work are essential services that must be protected against the cuts.

3. Lessons to be Learned from the British Experience

Influence of broadcasting output. - The campaign was characterized by a major output of broadcasting both in television and radio. The major contribution was the influence of television as a motivator and stimulant to the illiterate adults to come forward for help. The brilliantly conceived programmes were presented in the working-class idiom with humour and pathos and combined minimal instruction with a documentary segment focusing on real-life stories of adults with literacy problems. The series persuaded 155,000 people who had hitherto been ashamed or embarrassed about their problem, to come forward for help during the three year period. While this number is only one-thirteenth of the estimated two million functionally illiterate adults, it represents a thirtyfold increase over the numbers in literacy schemes in 1973, as quoted earlier. The broadcasting also provided public awareness and encouraged volunteers to offer their services for tutoring or other activities. Table 5 indicates the numbers of students and volunteers who were involved in the programme as reported by British documents.[48]

Table 5 Numbers of Students and Volunteers Involved in Adult Literacy Tuition 1975 - 1978

Year	Students Receiving[a] Tuition	Volunteers Working in Adult Literacy
1975-76	52,622	41,704
1976-77	69,398	45,178
1977-78	70,924	43,157
1978-79	69,470	37,356

[a] It should be noted that for all figures there is a carryover into the next year.

Impact of the national referral service. - The referral service was closely linked to the role of the BBC. During the campaign's first year of operation (October 1975 - September 1976) over twenty thousand people came via this central service.[49] In contrast, after the broadcasting element disappeared, only three thousand students were referred through the national service (in 1978/79). Local referrals were obviously more important in the later stages.

The use of volunteers as tutors has been hailed by commentators as one of the most significant developments in the British education service for many years. The large numbers of volunteers were indicators of commitment to society and the reservoirs of latent goodwill which had been tapped. They also provided a means of increasing public awareness about the adult illiteracy problem through various familial and peer relationships. A by-product of the volunteering was that many school teachers committed themselves to the campaign. They gained new insights, not only into reading and writing, but also into the social contexts of adult life for which their own students would need preparation.

Role of central government agency. -- The formation of a new agency sponsored by the central government, allowed for direction and support of programme delivery. No new funds were available for this effort, the educational finances had to be rearranged for the campaign to take place. It is remarkable, given the period of severe financial restraint, that some form of centrally financed agency has continued for over six years.

Contribution of research. -- The research reports (Jones and Charnley, 1978; Charnley and Jones, 1979) furnish an empirical base for judging the 'success' of literacy campaigns. The research has substantiated what experienced practitioners know to be a fact: the gains in self-esteem and self-confidence obtained by a new reader tend to outweigh other considerations such as reading level increments. Changes in the affective domain are just as crucial, if not more so than mere cognitive gains for the undereducated adult. In order of importance, the criteria of success that emerged from an analysis of students' progress in literacy tuition were as follows: affective personal achievements (I feel more self-confident); affective social achievements (I get on much better with my children now); socio-economic achievements (I was given more responsibility at work); cognitive achievements (I can write and spell better now); and enactive achievements (I have joined a library). In this approach, the students become their own agents of evaluation.

In sum, the UK Adult Literacy Campaign is unique for several reasons:

(1) Adult illiteracy was found to be a problem in a developed, industrial society where at least eight years of compulsory education had been in force for nearly a century.

(2) A coincidence of several factors blended together into a campaign with considerable political and social impact. A major factor, however, was the initiative of the BBC in putting forth its three year proposal.

(3) The campaign and subsequent developments have taken place in times of great financial restraint.

(4) The extremely well documented experiences and the results of the research projects have been generally available and well distributed, so that adult educators, planners and researchers may benefit from the collective wisdom and lessons learned in Britain.

As a final observation, it may be pointed out that Britain's small size and high population density coupled with its primarily unitary form of government are contributing geopolitical factors to an enterprise of this nature. These conditions should be borne in mind in making any comparisons with the larger federal countries which will be looked at next.

C. The Experience in the U.S.A.

The nineteenth century in the United States was not so much a century of reform, as in England, but one of westward expansion, industrialization and transportation development. The social problems of the nation were given low priority and few efforts were made to educate the illiterate adults who settled the frontier where basic skills for survival were the paramount concern. The development of transportation systems brought inexpensive, unskilled and poorly educated labour from Asia, southern and eastern Europe. The struggles between old and new immigrants eventually led to restrictive legislation and practices regarding immigrants. Literacy tests were proposed as a means of eliminating the migrations of certain groups of people.

Within the United States, according to Cook (1977), the growth of illiteracy was nurtured by two prevailing attitudes of the public. Firstly, the enforcement of school attendance laws was hindered by the belief that no one was compelled to do anything in the United States. Secondly, there being a great belief in their own resourcefulness in the face of a crisis, the people were not willing to submit to intervention in education.[50]

At the turn of the century, the 1900 census defined an illiterate as any person ten years of age or older who was unable to read and write his native language. The results revealed that 6,180,069 persons answered "no" to the literacy question (10.7 per cent of the population in the United States). An early document in the twentieth century stressed the fact that literacy was a first requisite for democracy:

> Unless means are provided for reaching the illiterate and near illiterate, every social problem must remain needlessly complex and slow in solution, because social and representative government rests upon an implied basis of universal ability to read and write.[51]

Just less than half of the illiterates in 1900 represented Negro, Chinese, Indian, and other non-white groups. Among the majority Caucasian groups were foreign-born whites and native Spanish-speaking whites. The growing number of foreign-born and native-born illiterates were gradually seen as wasted economic and human potential.

1. The Early Twentieth Century

Because of current concerns with the relationship between literacy/illiteracy and occupational health and safety in the workplace on the one hand, and paid educational leave as a mechanism for improving literacy skills of workers on the other, the following quotations from documents in the early part of the twentieth century in the United States may be of interest:

> The Director of the Bureau of Mines states that the removal of illiteracy among miners, who are mostly foreigners, would save annually 1,000 lives and 150,000 injuries. One-half of all industrial accidents are due to inability to understand danger warnings. True economy certainly would suggest that a step forward in the banishment of illiteracy is of the greatest importance.[52]
>
> Effective measures to reduce adult illiteracy can become possible by closer cooperation between industry and education. Industry can make it possible by allowance of time and wage to enable illiterate adult workers - who can earn usually but small wages, often because of their illiteracy and things that go with illiteracy - to learn to read and write, and in a minimum time of 60 hours enable them to surmount their worst obstacles to progress. The public schools can provide teachers. Illiterate workers are expensive workers. There seems to be no more effective, practical and economical way of meeting the problem of the unemployed adult illiterate than by means of the workers' public school day class. By its adoption, much industrial inefficiency and social waste may rapidly be eliminated.[53]

Twin thrusts to the literacy effort in the early part of this century were firstly the need to Americanize the foreign-born in the face of strong xenophobic feelings caused by the First World War and secondly the preparation of illiterate men for induction into the armed services. A parallel reform movement brought about some changes in education with federal grants to education being initiated with the passage of the Smith-Lever Act (1914) and Smith-Hughes Act (1917). Apart from the federal government's concern over the large numbers of illiterates revealed by the draft, most efforts to provide literacy training were at the state and local levels. The moonlight schools of Kentucky and an illiteracy commission established by the Governor of the same state in 1914 were pioneers in the field. The commission, however, had no funds to support its work!

By the 1920s most states had compulsory schooling to age sixteen by law, and 60 per cent of the states had enacted adult education legislation by 1927. An Advisory Committee on National Illiteracy was appointed in 1929 by President Hoover, but by 1933 the funds were exhausted and the committee concluded its work. Seven studies had been completed. Each study dealt with a different aspect of illiteracy. Despite the National Committee, however, much of the work in reducing illiteracy rates was being done at the local level. During the 1920s, new ideas on the literacy definition were being introduced and in 1930, the National Education Association decided that programmes should aim at a sixth grade achievement level as a basis for literacy. This decision presaged future trends. During the Depression, federal programmes involving illiterates were designed to provide work relief.

2. The Influence of the Second World War and Aftermath

Federal government initatives in literacy work came about in the 1940s as a result of the Second World War. The experience of the First World War was being repeated: many persons registering for the draft were unable to write their names. A directive issued in May 1941 stated induction would be refused to any individual unable to pass an examination at roughly a fourth grade level. By September of the same year, over 140,000 people had been refused. The ratio of white to black rejections among potential inductees was 38:112 per thousand respectively. After Pearl Harbour, an all-out war effort was required. Literate personnel were required in the technical war industries at home, as well as on the war fronts. The refusals of able-bodied men, because of the Army's literacy requirement, became critical to the manpower situation. Military directives were changed to include illiterate inductees on a quota basis. However, rejection rates were still high. Therefore, the Army directive of June 1943 stated that the Army would accept all men who passed the intelligence examination, whether they were literate or not.

Having taken this stance, the Army was then responsible for literacy training among illiterate personnel. Illiterates were given test batteries, placed in appropriate groups and taught in small classes by enlisted personnel. The Army produced teaching materials related to reading skills and adjustment to army life. Filmstrips and books related to military service and army life were produced. Supplementary reading materials of low readability levels were also produced. Various circumstantial reasons contributed to the success of this functional literacy programme. A similar programme was introduced into the Navy when it started accepting illiterate personnel.

When the war was over, the question of further training arose. The only federal legislation significantly related to illiteracy, however, was the Serviceman's Readjustment Act of 1944 which provided for the education of military veterans. It fell far short of the massive attack on illiteracy which some Congressmen had proposed, but it was a helpful aid. In retrospect, the decade of the forties has been seen as a period of incubation for developments in later decades.

In the fifties, several factors led to progress in the sixties. Such factors included:

(1) the Korean War which demonstrated once more that illiteracy was still a problem among soldiers;

(2) an awareness that not all citizens were being afforded the same economic and educational opportunities;

(3) an increased awareness of the need for a basic education in order to survive in an industrial society;

(4) the launching of Sputnik by the Russians in 1957; and

(5) a desire for an informed citizenry capable of evaluating propaganda.

These factors provided the necessary stimuli for improved educational opportunities and advancement. By the end of the fifties, most states had laws pertaining to adult elementary education, but there was no federal legislation to coordinate efforts. Programmes were still largely at the local and state level. A National Commission for Adult Literacy was created, however, in 1957, by the Adult Education Association of the United States.

3. Federal Involvement in the 1960s and Early 1970s

By the sixties, the changing definitions of literacy were coming into effect. The concern was more with functional literacy. The age of persons in adult illiteracy definitions had gradually increased from ten to twenty-five years. Fourteen and eighteen years were sometimes used in statistical definitions as well. The United States Office of Education considered eight years of schooling a minimum for adequate comprehension and communication. With this shift in grade level for defining functional literacy, the gross numbers for the United States' functionally illiterate population took a sharp increase. This led to concrete measures by the federal government in legislation, programmes and funds.

In 1962, the Manpower Development and Training Act established a programme of occupational training and retraining of the American labour force utilizing the resources of industry, labour, educational institutions, and various agencies. An amendment to the Act provided for adult basic education (ABE) for those who could not profit from the training because they were functionally illiterate. There was no time limit for training, but trainee allowances were paid for 72 weeks only. In the 1965 Manpower Act, the training period was extended to 104 weeks and allowances were increased.

In 1964, the passage of the Economic Opportunity Act provided direct allocation of federal government monies for literacy education. The Act defined a functional illiterate as "one who has completed eight grades of school or less."[54] The various parts of the Act attempted to address the multi-faceted nature of functional illiteracy by the setting up of Job Corps Training Centers, the Adult Basic Education Program, the Work Experience and Training Program, and the Community Action Program. The target groups were the unemployed; the undereducated and illiterates; socially, culturally and economically deprived adults; and migrant and seasonal farm workers, respectively.

The passage of the Higher Education Act of 1965 allowed for training people to teach in educationally deprived areas. In 1966, ABE became Title III of the amended Elementary and Secondary Education Act, and was subsequently known as the Adult Education Act. There have been various amendments to the Act, but the major features of interest are as follows:

(1) The Act defines an 'adult' as any individual who has attained the age of sixteen.

(2) Opportunities were extended to adults who had less than high school completion (i.e., less than grade 12).

(3) Adult basic education was defined as meaning "....adult education for adults whose inability to speak, read or write the English language constitutes a substantial impairment of their ability to get or retain employment commensurate with their real ability, which is designed to help eliminate such inability and raise the level of education of such individuals with a view to making them less likely to become dependent on others, to improving their ability to benefit from occupational training and otherwise increasing their opportunities for more productive and profitable employment, and to making them better able to meet their adult responsibilities".[55]

The gist of this statement is that educationally disadvantaged persons will be helped to become more employable, productive and responsible citizens.

In 1971, a National Right to Read Program was initiated. It was a federally funded programme aimed at attacking (and eradicating) illiteracy over a ten-year period. There were a variety of thrusts to the Right to Read Program. One thrust was to establish demonstration projects. Such projects included community-based projects to increase functional literacy for adult populations and adult reading academies whose aim was to provide assistance for out-of-school adults mainly through private, non-profit organizations. Another thrust was the establishment of Right to Read States. States were given funding when a high priority was placed on reading and basic activities to implement statewide approaches. A third component was the national impact programme which included activities such as the dissemination of materials on a massive scale.

4. The Current Situation

What have been the results of these efforts over the last fifteen to twenty years? With federal legislation and financial support, new programme materials, training events and research became possible. It looked as though a solid foundation was being established for a sustained effort in literacy and adult basic education. Dr. Gary Eyre, Executive Director of the National Advisory Council on Adult Education (NACAE) informed delegates to a conference in 1980 that:

> 12,825,520 people have been enrolled in federally supported ABE programs since 1965. Two million people are enrolled in ABE programs today. Sixteen years ago, no state had a designated person responsible for ABE at the state level. Today there is at least one in every state. Even more importantly, 26 percent of ABE enrollees gain a grade or better in reading and 19 percent gain a grade or better in math in only four months.[56]

However, at another conference, in October 1980, Dr. Eyre reported that 53 million Americans had not completed high school, that there were 900,000 'drop-outs' from the public school system and that there were 1,000,000 incarcerated persons who could not read or compute beyond a sixth grade average.[57] He went on to say that very few state legislators or legislatures have passed laws on literacy and urged conference participants into political activism and advocacy to highlight the issues at the state level. He also said that the Carter Administration was committed to adult education but congressional "friends of adult education" were being lost through retirement and other means[58]. Since this conference, the entire political scene in the United States has changed and there is uncertainty about the future facing adult education.

Progress has been made, but it has not been enough. Reports and commentators in the seventies indicate that there is still a sizeable problem (APL, 1975; Hunter and Harman, 1979; Mezirow, Darkenwald and Knox, 1975). Some 23 million Americans function with difficulty in today's society because of, among other factors, low levels of schooling (less than eight years). Commentators have pointed to the fact that the goal of the Right to Read Program was unrealistic.[59] Literacy has to be seen in its sociological context, schooling alone is not the answer. ABE programmes have been called "creaming" operations.[60] Hunter and Harman point to the fact that most programmes do not reach the bulk of the educationally disadvantaged. They highlight the findings of George Eyster and his colleagues at the Appalachian Adult Education Center who, after intensive work over a number of years with disadvantaged adults, identified four groups based on individual characteristics.[61] Firstly, there are those adults who can be easily recruited through the media. These persons are secure in themselves and respond well to group and individualized learning activities. Secondly, there are the adults who are less secure, in economic and pesonal terms: many may be seasonally employed and may have to work overtime in order to make ends meet. They are or would be eager learners, but one of their difficulties is the time factor. They cannot respond to rigidly set hours of instruction because of their varying shifts. A third group consists of those who have for the most part been only sporadically employed and need one-to-one contact and instruction. The fourth group has been called "the stationary poor". This is the group which is probably most in need of help, but which is generally inaccessible. Similar divisions of "would-be learners" and "non-learners" have been identified in Canada (Waniewicz, 1976).

If the people in the last two groups are to be reached, entirely new strategies have to be planned and implemented. Jonathan Kozol (1980) has called for massive mobilization of literacy volunteers through a national coalition of adult literacy programmes in the U.S.A. He envisions "enlisting" and training five million helpers to reach the 25 million Americans in need of literacy training across the country. Most of these helpers would be recruited from high schools and colleges. Another recruitment source would be among senior citizens.[62] In 1982, an alliance of ten national organizations with a track record in literacy and adult basic education formed the Coalition for Literacy to focus attention on the problem of adult illiteracy in America through a national media campaign.

5. Voluntary Literacy Organizations

Kozol's strategy depends on volunteers. Adult education legislation calls for a partnership between the public and private sectors and consequently voluntary organizations are included in the state grant plan and appropriations. There are at least three voluntary literacy training organizations in the U.S.A. which have also influenced the Canadian literacy scene. The two best known agencies are the former National Affiliation for Literacy Advance (NALA) and Literacy Volunteers of America (LVA). A lesser known organization is Lutheran Church Women (LCW).

The National Affiliation for Literacy Advance (NALA) is a membership organization of Laubach Literacy International. It exists to promote and coordinate volunteer adult literacy programmes using the Laubach method throughout the United States and Canada. It was founded in 1968 and has its headquarters in Syracuse, New York. NALA recently changed its name to Laubach Literacy Action. Its work is an extension of that of Dr. Frank Laubach who developed a literacy method and approach in the Philippines in the 1930's. The method has spread to 103 countries and 312 languages. In the United States, the work is done by volunteer tutors working on a one-to-one basis. Training in the method is carried out by volunteer tutor-trainers who have apprenticed with experienced tutor-trainers. The books used are the New Streamlined English Series which start an adult learner at the very beginning with sight-sound correspondences between pictures and the alphabet. These basic skill books and a wide variety of supplementary reading and training materials are published by New Readers Press, another branch of Laubach Literacy.

Literacy Volunteers of America (LVA) was founded in 1962 by a Syracuse housewife, Ruth Colvin, who was determined to do something about the illiteracy problem in her local community. Gradually, through alliances with other groups, LVA's work expanded and it established its headquarters in Syracuse, New York. The thrust of LVA's work has been to concentrate on training. It offers a variety of instructional techniques to the volunteer tutor and unlike Laubach Literacy, does not publish a great variety of materials. Instead, it relies on its core training manual - TUTOR - which explains the techniques and gives help with lesson planning. A diagnostic test - READ - is also published, as well as bibliographies of supplementary reading material to guide the tutor's choice of materials at the local library or resource centre. LVA has built links with the libraries and institutional ABE programmes, but the key element in the delivery of the instruction is the volunteer tutor. Initial LVA training is given by field staff from the central office. The core of the training is made up of a series of slides and tapes which explain the practice of the techniques. In this way, the training has a quality control built into the system. Because of this kind of training and the necessity of purchasing the slides and tapes, the LVA training is more expensive initially, than that offered by NALA. LVA regularly consults with reading specialists in order to keep the training up-to-date and useful to practitioners.

Lutheran Church Women (LCW), the auxiliary of the Lutheran Church of America, has a Volunteer Reading Aides (VRA) Program begun in 1969 by Norma Brookhart. The headquarters are in Philadelphia, Pennsylvania. LCW has a full-time VRA programme coordinator who travels throughout North America and gives training to groups interested in volunteer literacy tutoring. The expenses are paid by LCW. The training normally offered has been in the Laubach method and emerging literacy groups have been encouraged to affiliate with the Laubach organization.

Each of these voluntary groups has its roots in the tradition of Christian service and its volunteers constitute a dedicated corps of citizens willing to be trained and give some time on a sustained basis to help their fellow citizens decode the printed word and discover a new meaning to their lives. Although the numbers they serve are in the thousands rather than the millions, they nevertheless are providing an essential service for those adults who require basic literacy skills.

We have traced literacy developments in the U.S.A. through social conditions and legislation, and have seen the progress that has been made. While absolute illiteracy has declined and represents about one percent of the total adult population, we have seen that there are large numbers of functionally illiterate persons. As with the British campaign, however, all the programmes are only reaching a very small percentage of the people whom the statistics reveal are undereducated. Illiteracy in one form or another is a persistent phenomenon and one which can only be tackled with concerted preventative and remedial measures sustained over a long period of time and at all levels. An issue which has emerged from the UK campaign and the US experience which is worth stressing is that the activity of the central government, while necessary, is not sufficient in isolation, it is at the local and state levels that the "battle" must be joined.

D. The Australian Situation

> The "problem of illiteracy" is something of a paradox in Australia. By world standards, Australia is a highly literate country. There is compulsory education for all to the age of fifteen and, by that stage, an overwhelming proportion of the population can read and write quite competently. Yet no other educational issue gives rise to so much public debate and concern as illiteracy.[63]

This concern expressed by a writer in 1973 and other more recent articles in journals and the popular press [64] indicate that illiteracy is also a problem in Australia. Its experience appears to be similar to other developed countries in that

> Firstly, illiteracy is significantly more common amongst boys than amongst girls. Secondly, it is not democratically distributed; it is a predominantly working class phenomenon, most common in the families of semi-skilled and unskilled workers and in slum and housing commission areas. Finally, it is almost impossible to establish whether or not "standards of literacy" are falling.[65]

This same commentator goes on to say that "regardless of whether 'standards' are rising or falling, we do know that there are large numbers of children entering secondary schools who are functionally illiterate."[66] He then further comments on the consequences of illiteracy and failure in school for adults.

> At the very least, illiterate adults become dependent upon relatives and neighbours for assistance in filling in forms, writing letters, and coping with written communications. The range of occupations available to them is severely limited; whole areas of information are closed to them. Given the reliance of bureaucracies upon written communication, the illiterate are virtually excluded from power and influence. The sense of rejection and shame with which they left school is often reinforced, and many go to great lengths to ensure that virtually nobody knows their deficiency. In a highly literate society, the illiterate is denied power and influence, has diminished personal autonomy and self-esteem, and is often limited in personal growth and fulfilment.[67]

Another country, in another part of the world, but a problem that is recognized as being similar to that experienced in Britain, the USA and Canada. Concern with literacy and numeracy in the Commonwealth of Australia prompted a national project -Australian Studies in Schools Performance - which tested skills in ten- and fourteen-year-old students drawn from all parts of the Commonwealth. The results of this survey suggested that significant numbers of Australian students did not have the appropriate mastery of reading and writing skills for their age level. Thus, the conclusion was drawn that many students would leave school with inadequate skills for participation in contemporary Australian society.[68] Extrapolations from a literacy survey conducted in Sydney a few years ago[69] have indicated that one million Australians who cannot operate at a functional literacy level.[70] The Sydney study had shown that 3.7 per cent who had English as their mother tongue were illiterate compared with 43.3 per cent of those from non-English backgrounds.

The Australians are embarking on a nationwide assessment of basic skills and educational progress in the schools. This exercise has not been without its dissenters in the educational community but indications are that it is forging ahead.[71] A report of an interdepartmental working party of the Commonwealth Department of Education on adult literacy and numeracy recommended that such an assessment might be extended to also include a survey of the competencies of adults, to provide a firmer data base than currently exists.[72]

1. Adult Literacy Developments

The interest in adult literacy appears to have been stimulated by a report Learning Difficulties in Children and Adults, tabled in Parliament in October 1976. A non-governmental body, the Australian Council for Adult Literacy (ACAL) was formed as a result of the interest in adult literacy. The patron of ACAL, who was also chairman of the House of Representatives Select Committee on Specific Learning Difficulties which produced the above report, chaired a meeting of representatives of a number of Commonwealth departments and authorities in March 1978. This meeting resulted in the formation of the interdepartmental working party on adult literacy and numeracy. Its purpose was to advise the Government on matters relating to adult literacy and numeracy and on the drafting of a Government policy statement.

In response to the suggestions for establishing such a working party, the Prime Minister, while agreeing with the idea, also replied:

> ...I would see it as important in the present climate of budgetary restraint for the working party to address itself primarily to the coordination of existing programs and ways in which such programs can, within presently available resources, be made more responsive to the needs of adult illiterates.[73]

The working party was struck and presented its report in May 1979. It contained 20 recommendations and conclusions under the headings: Extent of the Problem, Commonwealth Policy and Programs, Consultation and Coordination. The various appendices to the report give data on current research and demonstration projects as well as an overview of programme provision in the adult literacy/numeracy field. Literacy and basic education programmes for adults appear to be funded from and delivered by a variety of agencies and government departments.

The Commonwealth of Australia, as the name implies, is a federal state. While it does have a Commonwealth Department of Education, the Commonwealth's role is essentially one of financial support, except for programmes in the territories for which it is directly responsible. The six states, therefore, are the major providers of facilities and services within their own boundaries. The agencies most heavily involved in provision of adult literacy programmes are: State and Territorial TAFE (Technical and Further Education) authorities and institutions; State Education Departments and their schools, largely through evening course provision; State adult education authorities; and voluntary organizations.[74] As with Britain and the U.S.A., Australia is also using volunteer tutors in a one-to-one approach to literacy training. The Australian Library Association, like its British and American counterparts, also supports the literacy effort.

In addition to grants provided under TAFE for Particular Purposes and Non-Government Adult Education, literacy work for specific population groups is available through other Commonwealth channels. Such groupings include Aborigines, Migrants (immigrants), and Unemployed Youth. There is an awareness that the literacy problems and needs of Aborigines living in non-metropolitan areas are different from those living in urban areas, and that a variety of approaches is necessary in the provision of literacy training. Even determining what constitutes "functional literacy" in the various contexts, is an important step.[75]

2. Recommendations

As with other industrialized countries, Australia has discovered the presence of adult illiteracy to a significant degree among sectors of its population. To date, most of the concern and emphasis with literacy appears to have been expressed through the various studies aimed at the performance in schools. Australians seem loath to quote levels of schooling as an indicator of illiteracy among the adult population. Estimates are based either on the findings of the studies carried out among the school population or an extrapolation of data compiled from the literacy survey in Sydney. Nevertheless, programme provision throughout the country indicates a wide concern for the adult illiterate.

The interdepartmental working party has called for a series of measures to: improve base-line data on adult literacy and numeracy; aid in consciousness-raising about the illiteracy problem among branches of Government; and to stimulate a role for the Australian Broadcasting Corporation in the field. Sensitive treatment of individuals with poor literacy skills by bureaucrats is also advocated, as is the simple expression of written information aimed at poor readers. The possibility of providing written materials in other languages including Aboriginal languages, where appropriate, is also mentioned. Many of these recommendations are geared to future practice. In terms of the present, perhaps the most important recommendation is that the Government affirm the importance of literacy and numeracy both to the quality of life of individual Australians and to the national, economic and social objectives and that "curtailment of the current range and extent of programmes and strategies aimed at meeting the diverse range of needs in the adult literacy/numeracy field would be unwarranted."[76]

This survey of illiteracy and literacy provision in industrialized countries is necessarily brief and by no means all inclusive. Countries have been chosen because of the availability of data and because it is felt that their approaches to and provisions for literacy training are useful models from which Canada may learn. The principles applied in smaller unitary states such as Britain and Sweden could be applied at the provincial and local levels in Canada, whereas the experience of federal states such as Australia and the U.S.A. provide some data for comparing the record in our own country.

Why do people read? Here are some purposes:

To meet practical demands of daily living.
To meet socio-civic needs and demands (good citizenship).
To know and understand current happenings.
To carry on and promote professional or vocational interest.
For self-development or improvement, including extension of cultural background.
To meet personal-social demands.
For immediate personal satisfaction or value.
To satisfy strictly intellectual demands.
To satisfy spiritual needs.
To further avocational interests.
Merely to fill in or kill time.
From a sense of duty.
As a ritual, or from force of habit.[77]

Is there any doubt that reading is a vital skill based upon the real needs of people? Yet despite the fact that the majority of Canadians take reading for granted, there is a sizeable out-of-school Canadian population with reading difficulties. It comes as a surprise, however, to most Canadians, that in a country which has had compulsory schooling for many decades there is a sizeable number of adults for whom the lack of an adequate level of education constitutes a daily problem. Media events, such as open-line radio talk shows and television programmes with zenith numbers, have resulted in many adults coming forward to share heartbreaking stories about the frustrations and problems they face because of an illiteracy handicap.

Illiteracy cannot be linked to lack of intelligence. On the contrary, illiterates have to be very adept at covering up their difficulties and devising methods of coping in a print-oriented society. Many illiterates develop prodigious memories as oral and visual information must be stored for possible future use. For instance, illiterate truck drivers rely extensively on landmarks to identify their delivery routes. Some people claim hand injuries, loss of glasses or pen to involve other people in the solution of their problem. These devices may detract from the problem for some time, but eventually situations may arise where the individual may not be so fortunate. Opportunities for promotion may be turned down for fear of being incapable of handling the paperwork in the new position. Other adults quit their jobs in order not to be "found out". Still others face loss of economic livelihood when upgraded job regulations require workers to pass written tests to maintain their positions. The problems and the tragedies faced by Canadians in these situations are real ones and occur across the country.

The extent of the adult illiteracy problem in Canada, however, has been the cause of some debate due to inadequate literacy measures. In Chapter I it was seen that literacy has many qualitative aspects and there are inherent problems in attempts to quantify it. The Unesco definitions for "literate" and "functionally illiterate" persons were given in that chapter, as were the Unesco guidelines for methods of measurement. One of the suggested methods of measurement was the use of data on educational attainment in the preparation of literacy estimates.

These data cannot be equated with literacy levels per se, but they do provide a gross indicator of probable literacy levels and the need for programming in adult basic education. It is generally assumed that those adults who have not completed elementary schooling are likely to be deficient in literacy skills. These adults have been referred to as the "undereducated" of Canada. However, in today's contemporary technological society, the attainment of a grade 10 level of education is necessary for entry purposes to most skilled jobs. Thus attaining this level of education becomes a crucial factor for employment or further skill training. In the computerized and "high-tech" world of tomorrow, it is likely that those with minimal levels of education will find it even more difficult to adapt to the workplace. Much of the printed information which is in circulation and with which Canadian adults have to cope is written at a grade 10 readability level or higher. It is because of factors such as those outlined above that organizations like the Canadian Association for Adult Education (CAAE) have considered the equivalent of at least the eighth grade of educational attainment necessary for functional literacy.

In Canada, the substantive research carried out in adult basic and literacy education has based its analyses on the educational attainment of the population as reported by sample data in the Census. For purposes of analysis in this chapter, the tool used for describing the "undereducated" population of Canada, is the less than grade 9 level of educational attainment for the out-of-school population 15 years of age and over as reported in the 1976 Census. The percentages have been calculated from the data reported in Catalogue No. 92.827 (Bulletin 2,8). The 1981 Census data on levels of schooling are not available at the time of writing.

In interpreting the Census data, the reader is cautioned to bear in mind some additional factors. Firstly, the less than grade 9 category does not indicate the number of persons over 15 years of age who may have achieved the equivalence of a grade 9 education or higher through self-education and life experience. Secondly, among those persons who have attained the eighth grade of education, a retrogressive factor may be operating: if acquired skills are insufficiently practised, then the actual level of functional literacy may be less than that suggested by the reported educational attainment. Thus, it must be stressed again that the level of schooling is only a proxy indicator of the literacy abilities and the need for adult basic education in the Canadian population.

A. Census Data on Educational Attainment

Statistical Note:--In the Census reports, all figures are randomly rounded (up or down) to a multiple of "5". Totals are independently rounded so do not necessarily equal the sum of individual rounded figures in distributions as they appear in various tables. The Census data is also based on a 33 1/3 percent sample of the population.

1. Geographic Distribution

According to the 1976 Census data, there are 4,376,655 Canadians who reported a level of schooling of less than grade 9. This number is 28 percent of a population of 15,402,025, who are 15 years of age or older and not attending school full-time.

Using the individual provincial populations of those 15 years and over, the highest percentages having less than grade 9 schooling are found in the Northwest Territories (41%) and Newfoundland (40%). The next highest percentages are in the provinces of New Brunswick (36.7%) and Québec (36.6%).

The four provinces showing the highest percentages of those having reported less than grade 9 are Québec (35%), Ontario (32%), British Columbia (8%) and Alberta (6%). These four provinces also have the greatest number of Canadians in this age bracket, with Québec having 27 percent, Ontario 36 percent, British Columbia 11 percent and Alberta 8 percent.

Table 6 illustrates the distribution across the provinces.

2. Urban-Rural Distribution

For Census purposes, the urban population includes persons living in an area having a population concentration of 1,000 or more and a population density of at least 1,000 per square mile (386 per square kilometre). Persons living outside the urban areas are included in the rural population.

Table 6. **Population (15 years and over), Not Attending School Full-time[1], Showing Level of Schooling for Canada and the Provinces, 1976 Census.**

Region	(a) Population 15 years & over	(b) Less than Grade 5[2]	(c) Grades 5-8	(d) Less than Grade 9
		(% of the provincial population)		
Canada	15,402,025	856,060	3,520,595	4,376,655
%	100	5.5	22.8	28.4
Nfd.	338,640	40,205	94,360	134,835
%	100	11.9	27.9	39.8
P.E.I.	76,525	3,785	21,185	24,970
%	100	4.9	27.7	32.6
N.S.	547,595	23,560	125,850	149,410
%	100	4.3	23.0	27.3
N.B.	440,820	34,555	127,310	161,865
%	100	7.8	28.9	36.7
Québec	4,191,160	312,785	1,219,725	1,532,510
%	100	7.5	29.1	36.6
Ontario	5,550,345	246,865	1,147,070	1,393,935
%	100	4.4	20.7	25.1
Man.	692,185	45,475	155,820	201,295
%	100	6.6	22.5	29.1
Sask.	618,375	39,715	158,630	198,345
%	100	6.4	25.7	32.1
Alta.	1,199,855	46,150	194,445	240,595
%	100	3,8	16.2	20.0
B.C.	1,708,300	56,630	269,800	326,430
%	100	3.3	15.8	19.1
Yukon	14,065	700	1,775	2,475
%	100	5.0	12.6	17.6
N.W.T.	24,170	5,625	4,355	9,980
%	100	23.3	18.0	41.3

[1] Includes "attending part-time".

[2] Includes "no schooling" and "kindergarten".

Source: Statistics Canada. Population: Demographic Characteristics. Level of Schooling by Age Groups. 1976 Census of Canada. Catalogue 92-827. Bulletin 2.8, Table 30.

In Canada as a whole, the greatest numbers of undereducated adults are found in urban areas, but the highest percentages are found in rural areas. This situation is illustrated in Table 7. At the time of the 1976 Census, 76.6 percent of the Canadian population resided in urban centres, 23.4 percent in rural areas. Of the less than grade 9 population, 69.7 percent resided in urban areas while 30.3 percent lived in rural areas.

Of the population having less than grade 9, those with less than grade 5 education made up 5 percent of the total urban adult population; but 7 percent of the total rural adult population. Those people in the grade 5 to 8 group made up nearly 21 percent of the total urban population, whereas the comparable percentage for the rural population was nearly 30 percent.

Table 7. Population (15 years and over), Not Attending School Full-time, Showing Level of Schooling as Distributed in Urban and Rural Areas in Canada, 1976 Census.

	Population	Less than Grade 5	Grades 5-8	Less than Grade 9
Total	15,402,025	856,060	3,520,595	4,376,655
%1	100.00	5.6	22.9	28.4
%2	100.00	100.00	100.00	100.00
Urban	11,791,600	599,360	2,449,860	3,049,220
%1	100.00	5.1	20.8	25.9
%2	76.6	70.0	69.6	69.7
Rural	3,610,425	256,700	1,070,735	1,327,435
%1	100.00	7.1	29.7	36.8
%2	23.4	30.0	30.4	30.3

Source: Catalogue 92-827. Bulletin 2.8. Table 29.

[1] First percentage figure should be read horizontally and represents proportion within the designated group.

[2] Second percentage figure should be read vertically and represents proportion between the designated groups.

Table 8 indicates the distribution of the undereducated among the 23 Census Metropolitan Areas of Canada. The cities are ranked by percentage of the population having less than grade 9. Ten metropolitan areas had more than 25 percent of their population with less than grade 9 education.

Table 8. **Census Metropolitan Areas (CMA)[1] Ranked According to Highest Percentage of Population 15 years and over, Not Attending School Full-time with Less than Grade 9, 1976 Census.**

Rank	C.M.A.	Population 15 years & over	Less than Grade 9	Percent
1	Montréal	1,944,035	623,315	32.1
2	Chicoutimi-Jonquière	80,190	25,020	31.2
3	Québec	364,295	110,395	30.3
4	Sudbury	98,660	29,215	29.6
5	Thunder Bay	80,250	23,315	29.1
6	St. Catharines-Niagara	203,320	55,595	27.3
7	Windsor	163,445	43,090	26.4
8	St. John's	90,795	23,715	26.1
9	Kitchener	179,185	46,770	26.1
10	Saint John	75,235	19,360	25.7
11	Hamilton	357,865	86,960	24.3
12	Toronto	1,920,790	447,740	23.3
13	Winnipeg	400,090	90,030	22.5
14	Oshawa	88,605	19,855	22.4
15	Saskatoon	88,110	19,010	21.6
16	Regina	101,530	21,320	21.0
17	Halifax	177,010	33,920	19.2
18	London	180,515	34,455	19.1
19	Ottawa - Hull	459,020	86,105	18.8
	Hull area	110,725	31,845	28.8
	Ottawa area	348,295	54,255	15.6
20	Vancouver	831,190	142,520	17.1
21	Edmonton	363,220	60,915	16.8
22	Victoria	159,485	23,985	15.0
23	Calgary	310,865	41,020	13.2

Source: 1976 Census, Catalogue 92-827, Bulletin 2.8 Table 31.

[1] CMA = 100,000 or more population usually known by name of largest city and includes surrounding municipalities.

3. Distribution by sex

Unlike the situation in developing countries, the educational disparities in Canada between the sexes are not as marked. In the overall adult population with less than grade 9, 50.1 percent were women, 49.9 percent were men. A breakdown of these figures reveals that more women (50.4%) than men (49.6%) had attained a grade 5-8 level of education, while slightly more men (51.2%) than women (48.8%) had less than grade 5. (See Table 9.)

Table 9. Population (15 years and over), Not Attending School Full-time, Showing Level of Schooling as Distributed Between the Sexes, 1976 Census.

	Population	Less than Grade 5	Grades 5-8	Less than Grade 9
Total	15,402,025	856,060	3,520,595	4,376,655
%1	100.00	5.6	22.9	28.4
%2	100.00	100.00	100.00	100.00
Male	7,533,335	438,020	1,747,465	2,185,485
%	100.00	5.8	23.2	29.0
%	48.91	51.2	49.6	49.9
Female	7,868,690	418,040	1,773,125	2,191,165
%	100.00	5.3	22.5	27.8
%	51.09	48.8	50.4	50.0

Source: Catalogue 92-827. Bulletin 2.8. Table 29.

[1] First percentage figure should be read horizontally and represents proportion within the designated group.

[2] Second percentage figure should be read vertically and represents proportion between the designated groups.

In separating the sexes, it can be seen from Table 9 that greater percentages of men than women are undereducated. That is, 29.0 percent of all men have less than grade 9 compared with 27.8 percent of all women. Of this male population, 23.2 percent have a grade 5-8 level of attainment and 5.8 percent have less than grade 5. Comparable figures among the female population are 22.5 percent and 5.3 percent.

In examining the distribution by sex on a geographic basis, Québec and Ontario have higher percentages of women with low levels of schooling whereas all other provinces and territories have higher percentages of men with low levels. Percentages of men in this category vis à vis women are particularly high in Saskatchewan, Alberta and the Yukon, Prince Edward Island, Nova Scotia and New Brunswick.

4. Distribution by age

Table 10 indicates the breakdown by age of the out-of-school population.

The highest percentages with low levels of education are within the age group 45 years and over. This can largely be explained by historical circumstances prior to the 1930s and by an economic milieu which did not demand such high levels of schooling as required in more recent years. The extremely high percentage of adults 70 years and older with less than 9 years of schooling (62%) is an indicator of these circumstances. This high percentage also explains why many retired people come forward to learn to read in literacy outreach programmes. They hope to eventually write their own letters to family and friends, to enjoy reading as a recreational pursuit and to gain a better understanding of the issues facing them as senior citizens.

The younger age groups, namely, the 15-19 years, the 20-24 years, 25-29 years and 30-34 years, each report less than 20 percent not having attained a grade 9 education. These individuals would have enrolled in school systems after 1942, when more attention was being given to education.

Table 10 Population (15 years and over), Not Attending School Full-time, Showing Level of Schooling by Age Group 1976 Census.

Age Group	Total Population in Age Group	Less than Grade 5	Grades 5-8	Less than Grade 9
15-19 yrs.	1,180,870	17,590	122,540	140,130
%	100	1.5	10.4	11.9
20-24 yrs.	1,760,265	20,125	119,170	139,295
%	100	1.1	6.8	7.9
25-29 yrs.	1,912,690	25,880	190,480	216,360
%	100	1.4	10.0	11.4
30-34 yrs.	1,596,640	31,315	240,905	272,220
%	100	2.0	15.1	17.0
35-44 yrs.	2,570,830	91,935	599,735	691,670
%	100	3.6	23.3	26.9
45-54 yrs.	2,459,605	141,805	757,145	898,950
%	100	5.7	30.8	36.5
55-64 yrs.	1,920,765	169,975	670,590	840,565
%	100	8.8	34.9	43.8
65-69 yrs.	722,740	102,035	282,730	384,765
%	100	14.1	39.1	53.2
70 + yrs.	1,277,625	255,405	537,295	792,700
%	100	20.0	42.0	62.0
TOTAL	15,402,025	856,060	3,520,595	4,376,655
%	100	5.6	22.9	28.4

Source: Catalogue 92-827. Bulletin 2.8. Table 29.

The small percentage and number of undereducated people in the 15 and 24 year grouping at first looks encouraging and bolsters the argument that illiteracy will disappear with time as more people complete high school. Generally speaking, however it is people from these younger groups who tend to show up in adult basic education programmes (ABE). Some ABE instructors have detected a syndrome that may be described as: "School drop-out, drift for a year or two, drop-in to ABE". The rationale for this pattern has been "You get paid to go to ABE". This statement refers to the training allowances for which adults are eligible if they enter a government-sponsored programme. Recently changed policies, however, should have minimized this practice.

5. Summary

Other publications and articles give detailed analyses of the 1971 Census for a wide range of social and economic characteristics (Thomas, 1976; Dickinson, 1978 & 1979; Hautecoeur, 1978).

In this section we have seen that there is a sizeable population in Canada with low educational attainment. Over 850 thousand (856,060) adults in Canada have less than grade 5 education. There are a further three and a half million (3,520,595) with limited elementary education. One and a half million people having less than grade 9 schooling are now in the prime period of their adult lives - 20 to 50 years. Slightly more are men than women.

Table 11 illustrates that while percentages of the undereducated are declining, the total population 15 years and over is increasing at a more rapid rate than the decline of the rate of undereducation.

Table 11 Population (15 years and over), Not Attending School Full-time, 1961, 1971, 1976

Year	Total Population 15 years +	Less than Grade 5	Grades 5-8	Less than Grade 9
1961	11,046,605	1,024,785	4,141,561	5,166,346
%		9.3	37.5	46.8
1971	13,168,020	937,440	3,961,905	4,899,345
%		7.1	30.1	37.2
1976	15,402,030	856,060	3,520,595	4,376,655
%		5.5	22.8	28.3

Whichever way we look at the Census statistics we can probably safely say that at least one million adults or 1 in 15 of the Canadian adult population could benefit from some kind of basic literacy training. We can only guess at the numbers who require functional literacy training: it could be several million given the relativity of the concept, the increasing complexity of modern society and the fact that nearly half of the population (47.3% in 1976) have no more than tenth grade educational attainment.

B. The Federal Government Response

Canada does not have a national department or office of education, as education falls under the control of each province in accordance with various constitutional agreements. Although the federal government has been involved, through various departments, in the provision of education for native peoples, for the population of the two territories, for the personnel and families of the armed forces and for inmates of federal penitentiaries, it does not have a mandate to provide literacy training per se. Literacy training needs, however, became apparent when vocational programmes related to manpower training were introduced by the federal government.

In the early years of the twentieth century, the federal government provided support to the provinces for agricultural training (1913) and technical and vocational education (1919). Public expectations for increased opportunities for education rose sharply after the Second World War. The post-war period saw a rapid increase in Canada's population, first of all with the 'baby boom' and secondly with an influx of two million immigrants between 1945 and 1960. Returning war veterans were able to receive federal government support to attend university or to receive technical/vocational training if their education had been disrupted by the war. Heavy strains were placed on the educational systems at all levels. These strains necessitated large capital outlays and increased educational expenditures by local and provincial authorities.

The pattern of Canadian life was also changing. At the beginning of the century, Canada was predominantly an agrarian society depending on manual skills, but by the 1960s it had become an urban, industrialized society depending on academic and technical skills. Education was seen as a tool for reconstruction and for universal peace in the immediate post-war period, but a little later it was also seen as the key to technological advancement. Financial strains caused by expanding educational services resulted in increased pressure for greater federal support to the provinces.

The federal government, while upholding the fact that "education is a strictly provincial matter" did increase its participation in education, in areas regarded as federal priorities such as regional economic expansion, occupational training, research, and promotion of bilingualism. As a result, the subsidies of the federal government comprised about one fifth of educational expenditures at all levels of government in 1975.[78]

Generally, the later 1960s and early 1970s was a period of great expansion in the provision of educational services. Education was seen as the panacea for ills such as poverty and unemployment and as the key to economic growth. Curricular reforms in elementary and secondary systems were introduced. Community colleges were built in many provinces and universities expanded. The equality of educational opportunity for all was a promise which appeared about to be fulfilled. Terms such as "lifelong learning" and "continuing education" became part of the general educational vocabulary. By the late 1970s, however, a period of fiscal restraint had begun. Tight budgets called for priorization, evaluation and reallocation of resources. It is against this backdrop that developments in adult basic education (ABE) will be traced as they pertain to adult literacy provision.

1. The Canada Manpower Training Programme

The federal government passed the Technical and Vocational Training Assistance Act in 1960 and vocational programmes were greatly expanded. Very early in the decade, it was realized that an alarming proportion of those most in need of vocational training did not have enough of the basic academic skills to enable them to participate in the vocational training programmes. The federal government introduced new measures to counteract this problem and in 1967, the Adult Occupational Training Act came into being, it recognized "the importance of manpower training as a key element in an active national manpower policy."[79] The newly formed Department of Manpower and Immigration was responsible for the implementation of this Act's provisions through what came to be known as the Canada Manpower Training Programme (CMTP).

Another programme of the new Department, the Canada NewStart Programme, was also launched in 1967 in areas of the country where several indicators of economic and social disadvantage showed depressed areas needing new strategies, to assist many of the population to enter the mainstream of Canadian life. The Canada NewStart Programme's original purpose was "to develop through action-research and experimentation, new methods for motivating and training adults, particularly those who are disadvantaged as to their education."[80] In 1969, when the programme was transferred to the Department of Regional and Economic Expansion, its mandate became changed to "experimentation in the social and human aspects of development."[81] Six NewStart Corporations were set up in specially designated areas in Alberta, Saskatchewan, Manitoba, Prince Edward Island, Nova Scotia and New Brunswick, as private, non-profit corporations under the Societies Act of the province in which they were located. They were funded by the federal government. The life of each corporation was to be about five years.

With NewStart came new approaches and programmes now in common use in ABE in Canada: DACUM (Designing a Curriculum); BLADE (Basic Literacy for Adult Development); LINC (Learning Individualized for Canadians); and Life Skills.

The early ABE programme of the federal government - BTSD (Basic Training for Skill Development), provided academic upgrading from grades 0 - 12, for adults and was joined in 1973 by BJRT (Basic Job Readiness Training) which emphasized life skills, job search techniques and work experience. Generally speaking, BJRT was intended to be a shorter term programme than BTSD, but its length varied across the country.

The federal Government's focus was on training for the labour force and a limit of 52 weeks was placed on the academic upgrading component. At the end of this time, it was hoped that the client would be ready either for the labour market or for trade skill training leading to the labour market. Through processes of needs identification and consultations, agreements were and still are negotiated between the provincial and federal governments and the programmes are delivered through various educational institutions. The federal government purchases services from the provinces and specifies its objectives according to its economic and manpower forecasts. The limited time allowances and restricted objectives set by the federal government for ABE programmes have been a continuing source of frustration for those ABE instructors and administrators who are trying to meet the educational needs of adults with less than elementary schooling.

In the mid-1970s the Canada Manpower Training Programme was the subject of external and internal reviews. For example, in January 1976, a major conference - "Manpower Training at the Crossroads" - sponsored by the Canadian Association for Adult Education (CAAE) and Institut canadien d'éducation des adultes (ICEA) provided a forum for the expression of the concerns of practitioners and policy-makers.

The Standing Senate Committee on National Finance on Canada Manpower analyzed the 1974-75 expenditures devoted to programmes most often used to assist disadvantaged people and found that 51 percent of such expenditures had been directed to people below the poverty line.[82] Between one third and one quarter of the total institutional expenditures under the CMTP (well over $100 million) was being spent annually on BTSD. The Committee, in its Report, stated that "the development and continuation of the Basic Training for Skill Development courses involves the federal government in financing a programme of academic upgrading for adult drop-outs of the provincial school systems."[83]

In 1977, the Canada Employment and Immigration Commission (CEIC), a combination of the former Department of Manpower and Immigration and the Unemployment Insurance Commission conducted its own review. It found that BTSD was serving a far wider range of clients than envisaged in 1967 over one-third of BTSD trainees were less than twenty years of age with many having already completed Grade 10 and preparing themselves for post-secondary education.[84] There were low rates for trainees going on to skill training and for obtaining jobs - the primary aims of the original legislation. This point was emphasized by a senior CEIC official at a literacy conference held in Ottawa at the end of October 1977.[85]

These reviews and findings led to the following proposals for BTSD, by the CEIC in the next round of federal/provincial agreements:

1) restricting BTSD to clients 21 years of age and older;

2) emphasizing the primary purpose of BTSD for skill training;

3) reducing the volume of Grade 11-12 BTSD in some provinces so that the level of training provision would more clearly match the skill training places demanding Grade 11 or 12 as prerequisites for entry; and

4) phasing out BTSD entirely at the lower levels (below Grade 7). A substitute would be a reinforced BJRT programme with a major emphasis on job skills rather than academic upgrading.[86]

By the end of the 1970s, programme provision for the most undereducated adults had almost ceased to exist. Not only were there fewer CEIC students at the lower levels, but a progressively declining number of trainees in CEIC sponsored programmes as seen in the following table:

Table 12 **Number of Trainees in Basic Training for Skill Development (BTSD), Basic Job Readiness Training (BJRT) and Work Adjustment Training (WAT) programmes, 1972-1979**

Year	Trainees
1972-73	55,671
1973-74	52,684
1974-75	47,791
1975-76	45,889
1976-77	44,910
1977-78	43,960
1978-79	39,995

Source: Canada Manpower Training Program, Annual Statistical Bulletin, 1978-79.

This decline partially reflects changing policies, but it is also a reflection of programme budgets which lag behind the general inflation rate. If resource allocation is fixed, but costs of course delivery and allowances increase, then it is the potential client/trainee who is the loser - whether he/she in fact knows that or not.

We have seen how the federal government has influenced adult basic education (ABE), but only insofar as ABE is a part of manpower policy. Through cost-sharing agreements and grants, the federal government does support educational activity, but for literacy training the responsibility rests with the provinces. Each province has jurisdiction over education within its boundaries and has built its own system which can be quite different from those in other provinces. The provincial responses to the adult literacy issue therefore vary greatly across the country, and must be examined separately.

V CANADA - THE PROVINCIAL RESPONSE

> Education is a right of each citizen, due to each citizen irrespective of his place of residence.[87]

Until a few years ago, the term "ABE" covered the grades normally associated with elementary schooling, that is, grades one through eight. More recently, the term has been expanded to cover the grade spectrum from one through twelve. Within this ABE range, the lower grade levels are designated for adult literacy training.

When the federal government purchases services from the provinces for the delivery of academic upgrading (ABE) and skill training, it pays for direct course costs and training allowances for clients. The provincial governments produce the "up-front" money for the operation of the programmes and then recover the costs from the federal government. The $100 million for Basic Training for Skill Development which was referred to by the Standing Committee on National Finance in 1976, was the amount paid back by the federal government to the provinces.

In assessing a provincial government's commitment to ABE generally and to adult literacy particularly, it is important to remember this cost-recovery factor as well as the fact that most federal monies are now geared to the "good risk" trainees who are usually clustered in grades seven to ten. One must look beyond these services to provisions being made from provincial revenues other than those cost-recovered through the Canada Manpower Training Programme.

In order to improve access to institutional ABE programmes, some provinces have a provincial sponsorship programme. Alberta provides an example of this practice and Saskatchewan sponsors trainees in ABE through its Non-Registered Indian and Metis (NRIM) Programme. In this latter instance, however, the type of trainee is defined by the programme name. Most provinces usually have a small amount of money allocated to the subsidization of course costs for fee-payers, that is, those trainees who wish to enter a programme to improve their academic skills, but are not sponsored in terms of receiving a training allowance. Nominal fees are usually paid in these cases by the trainees.

The evolution of new non-university post-secondary educational institutions in recent years has resulted in a diversified programme delivery situation for ABE in Canada. Table 13 outlines the major delivery agents for government sponsored ABE programmes in the provinces and territories. Generally speaking, programme delivery passed from vocational centres and technical institutes into community colleges in those provinces which developed a college system. Not all provinces have community colleges, however, and among those that do, the college systems are set up in entirely different ways and offer different kinds of services from one province to another. In terms of full-time sponsored, institutional ABE, because the federal government is the main purchaser, there is a certain extent of homogeneity in the operational aspects of the programme. The same kinds of issues and problems tend to occur across Canada, in addition to any local or provincial concerns that may exist. Methods and materials used in classrooms would be major areas of divergence among the provinces. Many of the educational institutions shown in Table 13 have initiated community outreach programmes in attempts to meet local adult literacy needs over and above those catered to by the Canada Manpower Training Programme courses. These outreach efforts are normally of a cooperative nature and may involve volunteers, local libraries and other community groups or agencies.

Table 14 indicates some of the other kinds of organizations and agencies involved in the provision of literacy training in Canada. Many of these are of a voluntary nature. Some school boards run local programmes on a full-time or part-time basis. There are some private groups which offer programmes on a fee-for-service basis. Most of these organizations will be dealt with in the next section. The focus of this section is the response at the provincial government level. The developments described are those which have taken place mainly since 1976.

A. British Columbia

1. The Policy Process and Statement

Over the last five years, considerable progress in the adult literacy field has been made in British Columbia (B.C.). In June 1976, the Department of Education created a Provincial Committee to make recommendations to the Minister of Education on continuing and community education policy. A discussion paper entitled *Helping to Develop a Provincial Continuing and Community Education Policy* was prepared and circulated widely throughout the province. The distribution of the paper was followed by a series of public meetings throughout the province in the fall of the same year.

To help launch the Committee's work, one strategy taken was the sponsorship of a Department of Education conference on ABE in cooperation with the Centre for Continuing Education at the University of British Columbia. This conference was aimed at B.C. college and school board continuing education administrators and was the first conference on ABE to be sponsored by the Department.

Table 13 Adult Basic Education Delivery Mechanisms in Canada.

Government Sponsored Full-time Programmes

Province	Major Delivery Agents for Institutional ABE
British Columbia	15 community colleges, 1 vocational school
Alberta	Alberta Vocational Centre (4 major localities). Community Vocational Centres (North). Some community colleges.
Saskatchewan	14 community colleges, 1 vocational centre. Learning Centres (North).
Manitoba	3 community colleges.
Ontario	22 community colleges.
Quebec	School Boards
New Brunswick	New Brunswick Community College
Nova Scotia	Adult Vocational Training Centres
Prince Edward Island	Holland College
Newfoundland	Vocational Schools/Centres around province and Bay St. George Community College.
Northwest Territories	Adult Vocational Training Centre - Fort Smith and in settlements as needed.
Yukon	In settlements as needed.

Table 14 Adult Basic Education Delivery Mechanisms in Canada -

Other Literacy/ABE Programmes

Province	Institutional Outreach	School Boards	Libraries	Frontier College[1]	LVA[2]	NALA[3]	Other[4]
British Columbia	X	X	X	X		X	X
Alberta	X		X	X		X	X
Saskatchewan	X		X	X	X		X
Manitoba		X		X		X	X
Ontario	X	X	X	X	X	X	X
Quebec		X		X		X	X
New Brunswick			5	X	X	X	
Nova Scotia		X	5	X		X	
Prince Edward Island						X	X
Newfoundland				X	X		X
Northwest Territories				X			
Yukon Territory				X			

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1 Frontier College operates programmes in most regions of Canada.

2 LVA (Literacy Volunteers of America, Inc.) Indicates provinces where LVA training has taken place, or techniques are being applied.

3 NALA (National Affiliation for Literacy Advance) Indicates presence of Laubach oriented literacy councils.

4 Indicates other voluntary, private or publicly funded delivery mechanisms e.g. YWCAs (Toronto), International Centre (Winnipeg), Further Education Councils (Alberta), private remedial clinics for adults operated on fee-for-service basis, autonomous community groups (Quebec), part-time evening classes funded by provincial government (Newfoundland) etc.

5 Library support or co-sponsorship of literacy programmes rather than direct responsibility for literacy programme delivery.

With this kind of initial impetus, it is not suprising that when the Report of the Committee was published at the end of 1976, ABE was designated as a "high priority special programme" along with English as a second language training. There were twelve recommendations relating to ABE and six to English language training.

The next step was the appointment of a provincial ABE committee, representative of the field. When this committee completed its report in September 1977, there were forty-six recommendations. Under the heading, Current Provisions, the report had this to say: "The Ministry of Education currently plays a minimal role in the provision of adult basic education services. It has little capacity to provide leadership or coordination and there is no stated policy regarding the field."[88] Further on in the report, recommendation number 9 reads as follows:

> ...Within the spectrum of Adult Basic Education Grades 1 to 8 equivalency be the area of greatest priority for at least the next five years.[89]

Thus, basic literacy was clearly identified as a major component requiring immediate attention and action.

In January 1979, the ABE Report was released as a Discussion Paper along with discussion papers related to other programme areas. Comments were invited from the field. In March 1980, an overall statement on Ministerial Policy on the Provision of Continuing Education in the Public Educational System of British Columbia was issued. In this statement, preparation for learning (basic literacy within ABE) was already identified for further attention. An ABE draft statement was published in April 1980, and feedback for the field was again invited.

In August 1980, a Ministerial Policy on the Provision of Adult Basic Education Programmes including English Language Training in the Public Education System of British Columbia was circulated in the field. Discussion resulted in further refinements and the latest Ministerial policy statements on Adult Basic Education and Adult Special Education were circulated in the spring of 1982. The substance of the ABE policy statement is as follows;

Policy

The Ministry of Education recognizes that it has a responsibility to foster learning opportunities for adults in British Columbia who have not had the opportunity to develop some or all of those skills required to function successfully in Canadian society. It is the policy of the Ministry to provide, to adult citizens and landed immigrants residing in the province, reasonable acess to high quality adult basic education programmes.

Ministry Responsibilities

To assist the educational institutions in discharging their responsibilities the Ministry will:

1. Coordinate programmes on a province-wide basis.
2. Develop curriculum resources and a Provincial Resource Centre.
3. Encourage and support the development and evaluation of innovative programmes and methods of delivery to meet identified local needs.

4. Facilitate programme evaluation and needs assessment by developing and maintaining such data and records as are required.

5. Coordinate the province-wide provision of the General Educational Development examination.

And subject to the Legislature approving funds:

6. Provide equitable financial support for programmes throughout the province, recognizing geographic, demographic, and socio-economic factors.

7. Provide funding for services such as libraries, counselling, administration, and assessment of learning disabilities.

8. Provide funding to assist institutions with professional development.

Participation in adult basic education programmes frequently has been precluded by social and economic barriers. In an attempt to overcome such barriers and to enhance access to adult basic education, the Ministry will:

1. Provide financial assistance programmes for those part-time and full-time adult basic education students who require such assistance.

2. Cooperate with appropriate federal and provincial agencies in developing a coordinated system of income support to eliminate financial barriers to adult basic education.

3. Cooperate with the Ministry of Human Resources in facilitating the provision of child care services for students who require such services.

4. Encourage cooperation with and among appropriate federal, provincial and local agencies and institutions which have a role in the provision of adult basic education (e.g. Canada Employment and Immigration Commission, Libraries, Corrections, Community Vocational Rehabilitation Services).

2. Ministry Personnel

One of the recommendations in the ABE Report called for the appointment of a provincial ABE coordinator to oversee existing programmes and new developments in the field, and this new position was filled in the summer of 1978. Since then, the Ministry has also appointed an English as Second Language consultant and more recently, an ABE Consultant. Both these people were seconded from their colleges to work for the Ministry for a limited period. A third person was seconded for the 1980-81 year, to work on Adult Special Education. Thus, there is a clearly defined core of people, providing leadership in the field.

3. Programmes

Beginning in 1977, the Ministry, through its Continuing Education Division, initiated a Continuing Education Special Project System. In the first three years of operation, over 200 projects had been approved. Approximately sixty percent of these related to ABE in its widest sense (to include life skills, English as Second Language and Special Education) but a high proportion were basic literacy oriented. Approximately half a million dollars a year have been spent on these projects. While a major objective of this system is to provide a stimulus to serve needs in the community which have not hitherto been met, or to develop new techniques or materials for instructional purposes, it is noteworthy that eighty percent of the projects have been absorbed into regular college or school board programming. The Continuing Education Project System is now in its sixth year of operation. In addition to this system, some supplementary funds were made available for demonstration projects. Such a project was the setting up of an adult learning disabilities centre at Vancouver Community College. The operation of this centre has since been absorbed into the regular programming budget of the college.

4. Methods and Materials

Another use of the Continuing Education Project System has been to release instructors from their institutions in order to develop instructional materials. One of the earliest products was *A Guideline Curriculum for Adult Basic Education* (1978) which brought together in a systematic way many of the worksheets in use in the Basic Education Department of the Vancouver Community College. Since then, other materials have been produced.

Douglas College (New Westminster) developed a manual and workbook *Between Us* for its volunteer literacy tutor programme. During 1979-80, a provincial curriculum advisory committee was drawn up with the aim of providing a basic literacy guide to the grade 8 level which could be used throughout the province. Various instructors were seconded for a few months to work on different aspects of the curriculum. The completed *Adult Basic Literacy Curriculum and Resource Guide* is now available. The Guide seeks to combine the best of the traditional approaches to literacy training (3Rs) with the newer approaches as exemplified by the Adult Performance Level (APL) model of skills and knowledge areas related to daily living. Another manual *Teach Them the Way They Learn* has been developed to help instructors identify and respond to the needs of adult students who are experiencing learning problems. It is suggested that this manual be used as a supplement to the new literacy curriculum. Other materials which have been developed include local histories written as supplementary reading material at a low readability level, curricula for mentally handicapped adults, and assessment kits.

5. Distance Education

The Open Learning Institute of British Columbia has developed some materials at the grade 10 and 12 levels and has expressed an interest in some development work below the grade 8 level. The Institute provides learning opportunities through correspondence and telephone tutoring for geographically isolated adults or for those who want an alternative learning experience to that provided by established institutions. There are some obvious kinds of difficulties with this type of distance education for adults with very poor literacy skills. There may however be an exciting potential for those adults who have acquired some literacy skills expecially if these programmes are to be designed with a very high aural/oral component by use of audiotape and telephone tutors.

6. Professional Activities

Two major activities should be mentioned under this heading - networking and professional development/training activities. In the spring of 1979, the ABE Association of British Columbia was formed and held its first Annual Meeting with election of officers. Membership in the organization quickly expanded to over 200 members - mainly ABE professionals and instructors in the province. The Association publishes an editorial Newsletter and has sponsored conferences and training events.

A bimonthly ABE Bulletin was produced for the Ministry of Education under a continuing education project grant from 1979 to 1981. In the fall of 1981, the Bulletin was incorporated into a Continuing Education Newsletter of the Ministry. This publication aids the networking function by keeping practitioners and other interested persons informed of new materials, projects and conferences. Two directories have also been published: one is the Directory of Special Projects (for 1977-1980), the other is a Directory of Adult Basic Education Programs in British Columbia (1980).

Regarding professional development activities, a wide variety and range of training events, conferences and other activities have been taking place at increasing frequency over the last few years. An encouraging development, because of the prevailing provincial climate towards ABE, has been the involvement and commitment of segments of the universities to support and provide more training opportunities. For example, the University of Victoria, through its Extension Division, has supported workshops on Adult Learning Disabilities. The Adult Education Department of the University of British Columbia has been actively involved in ABE in many ways. It brought together an ABE Consortium consisting of faculty members and ABE field personnel to develop and implement a five year plan for ABE. The plan included such features as an increased faculty time commitment to ABE, development of research projects and increased opportunities for training at both the graduate and non-credit levels. A new diploma programme has been developed. Non-credit seminars and workshops are offered throughout the province in cooperation with the Centre for Continuing Education of the University and sometimes with direct Ministry of Education sponsorship. UBC appointed a full-time faculty person to work in ABE and ABE forms a substantial portion of the work load of several other faculty members. In the summer of 1982, the first National Institute for ABE was held at the University.

The current level of activity and projects being undertaken in British Columbia are exciting developments and are the result of initiatives undertaken in the fall of 1976. The highlights of these initiatives are:

1. development of policy statements in much needed programme areas;
2. overall provincial coordination, leadership and cooperation;
3. "seeding" role, leading to new programmes and materials;
4. encouragement of provincial networking; and
5. encouragement of professional development activities.

Compared with other professions, ABE is still a "poor cousin", but in British Columbia, adult literacy has gained some recognition at the Ministry level and in the field.

B. Alberta

At the time of writing, there is no explicit adult literacy policy in Alberta. However, in January of 1981, a research officer was hired to investigate current practices in adult literacy programming and to identify various decisions which had been made about literacy projects in the province in the last few years. It was felt that the collation of such material could form the basis of a provincial policy statement on literacy. The research position had a 6-month term. At the beginning of the 1981-82 fiscal year, funds were made available for hiring a provincial literacy coordinator to work in the Further Education Services Division of the Department of Advanced Education and Manpower. There have been increased activities in English as a Second Language Training in part due to the needs of refugees in the province. These programmes have also attracted adults who had immigrated to Alberta years ago. Thus, in the province there is generally a greater awareness of the need for language and literacy training at the present time.

1. Programme Delivery and Activities

The sponsored full-time ABE programmes are carried out in the Alberta Vocational Centres (AVC), most of the community colleges, satellites of AVC, and the Community Vocational Centres throughout the north. There is a provincial commitment to ABE in Alberta. The costs of the full-time programmes are shared almost equally with the federal government so that it is possible for trainees to obtain provincial sponsorship. Provincially supported trainees are not subject to the 52-week time limitation of federally sponsored trainees. Because of the provincial presence, Alberta can maintain some basic literacy programmes in these institutions.

However, it is the outreach efforts that are being undertaken that are attracting and have the potential for attracting larger numbers of people to literacy training on a part-time basis. Under the Ministerial Order of April 1st, 1975, Alberta has established over eighty-one Further Education Councils made up of representatives from provincial and municipal governments, educational institutions and jurisdictions, and interested citizens from a wide variety of community agencies. The Councils have been designed to provide inter-agency cooperation and liaison over a broad range of programmes. Several of the Councils have identified literacy as a community need and have facilitated programme development.

The Alberta Department of Advanced Education and Manpower has provided special project funds for ABE/literacy activities. For example, a pilot outreach programme developed out of AVC Calgary and tested at a Public Library in East Calgary has been successfully offered in some communities in the foothills of the Rocky Mountains. The AVC curriculum was modified for individualized use and delivered on a part-time basis to adults in a local setting. In order to facilitate attendance by workers wishing to improve their literacy skills, the programme is offered during non-working hours under the guidance of a paid instructor. Tuition is free, materials are provided and registration is on a "drop-in" basis[90].

Other outreach projects have been operating in such places as Edmonton, Lethbridge and Fort Vermilion. The Edmonton project, known as "Prospects", started as a cooperative venture between the library, the YWCA and AVC Edmonton. Lethbridge Public Library is offering a programme called Read On! and the Fort Vermilion project is receiving provincial funds to help coordinate its literacy outreach efforts. Volunteer tutors are used in many of these projects.

2. Media Developments

The Alberta Educational Communications Corporation (ACCESS) is a crown corporation involved in educational broadcasting and media production. Since 1976 at least, some ACCESS staff members have expressed an interest in adult literacy programming and have explored the BBC model in Britain. In 1978, ACCESS commissioned two people to produce a literacy research report based on level of need and to suggest literacy programme approaches. This project helped to focus attention on the problem of adult illiteracy. A pilot dramatic programme was proposed and produced. Called Safer than a Sock, the programme was half an hour in length and revolved around a banking theme. The dramatic format was chosen to motivate adult illiterates to come forward to seek help through adult literacy and basic education programmes.

The programme was produced on 16 mm. film and the accompanying printed material was in the form of a 30 page booklet on banking with a readability level of about grade 5 level. The cost of an individual programme episode, including print materials, has been estimated at about $75,000. It is hoped that eventually a programme series could be developed of which the existing programme would form episode one. The pilot programme was evaluated by ABE instructors, by a cross-section of the general public and by ABE students, and was aired on March 25, 1981. The showing was followed by the announcement of a toll-free telephone number to call for more information and referral to literacy programmes. ACCESS has also worked with the Library Association of Alberta to produce a slide-tape awareness show for use among librarians and the general public.

In summary, adult literacy programming appears to be expanding in Alberta. There is an infrastructure which is capable of providing trained volunteer tutors and there are exciting possibilities for the future, if the ACCESS series goes ahead.

C. Saskatchewan

The primary agents for delivering literacy training in the province of Saskatchewan are the community colleges. This situation came about in the summer of 1976, when ABE programmes were taken out of the technical institutes and entrusted to the colleges. Thus, ABE became the colleges' most permanent programme having the greatest number of instructional hours and an ongoing staff nucleus in the larger colleges. This situation was in contrast to the provision of short-term, high-volume "social demand" courses for adults with which the colleges had been preoccupied. The conditions prevailing within ABE did not mesh well with the original conception of the Saskatchewan community college model, and college frustration increased. ABE was tied very closely to the CMTP funds, although a provincial funding source for Non-Status Indians and Métis had been established. Reallocations of federal funds within the institutional ABE programme became a source of worry as programmes below the grade 7 level were phased out. In response to this situation, therefore, several new initiatives have taken place in Saskatchewan.

1. Programme Activities

The need for adult basic literacy training had been proven in Regina by that city's public library which started literacy classes in 1973. In the spring of 1977, the library decided to move from literacy classes to a volunteer tutorial programme. It arranged for an LVA basic reading training workshop to be delivered in Regina by the LVA staff from Syracuse, New York State. Some college instructors and programme coordinators were present at this event and were made aware of LVA's techniques. The library continued its commitment to literacy and employed a staff of two to operate the literacy programme. One person was a reading specialist whose expertise was very useful in terms of developing new testing procedures for students and providing in-service workshop training for volunteer tutors. The library has maintained a comfortable capacity of about 70 to 80 tutorial pairs a year.

The Saskatoon Region Community College has developed a very successful drop-in Learning Resource Centre where adults may improve a variety of skills and obtain tutorial help. In addition, the College has taken the initiative in developing a coordinated inter-agency approach to literacy in Saskatoon and has helped form a community group READ SASKATOON which delivers one-to-one volunteer tutoring in the home.

Parkland Community College had identified pockets of illiteracy within its region and, in the spring of 1978, received funding from the Programme Development Branch of the Saskatchewan Continuing Education Department for a pilot project designed to bring literacy training to the eighty-three communities which it served. The methods adopted were those of LVA and the project was funded for a year. After the first year's operation, the college held a conference to inform others about the success of the project. The college assumed ongoing financial responsibility for the project's continuance.

The success of the Parkland project encouraged other colleges to organize literacy outreach projects and by the summer of 1980, nine out of the twelve southern colleges had outreach projects. These were for the most part funded from the college "flat-grant" money. Some of the regional libraries in the province have supported the outreach programmes. The methods generally used are those developed by LVA. Parkland College arranged for LVA staff to give an in-service literacy training session in November 1979 for literacy tutors in the college region and literacy organizers or instructors from other colleges in the province.

Earlier in 1979, the Saskatchewan College Principals' Committee had commissioned an independent "state of the art" report on ABE in the province. The report for the Principals made eleven recommendations. These were endorsed by the Principals and the College Trustees' Association, and a meeting with the Minister of Continuing Education was requested. In addition, the Saskatchewan Association for Lifelong Learning (SALL) took up an advocacy role and presented a brief to a committee of cabinet.

In May 1980, the Minister of Continuing Education established an ABE Review Committee to look at crucial questions such as: definition and scope of ABE, funding, other organizational and student-related issues. Briefs were solicited from all over the province south of the Department of Northern Saskatchewan's jurisdiction. The report was presented to the Minister at the end of October, 1980, and was released in the spring of 1981. Immediate developments stemming from the Review include; the creation of an ABE coordinator's position within the Department of Continuing Education to consolidate the ABE work in the province; an expansion of the membership and scope of the ABE Provincial Advisory Committee, and closer co-operation between the Departments of Education and Continuing Education in order to examine causes and underlying issues in ABE.

The Department of Continuing Education has supported an Annual ABE Conference and an occasional ABE Newsletter. Recently a provincial ABE Association has been established.

2. Materials and Media Developments

The Programme Development Branch of the Department of Continuing Education has supported and initiated several materials development and media projects in co-operation with the community colleges and SaskMedia. These include: an ABE curricula review process; compilation of an Annotated Literacy Bibliography; production of promotional video and audio announcements for literacy projects; production of a slide-tape show Saskatchewan Adult Literacy.

The Saskatchewan Indian Community College has developed native social studies materials and the Department of Northern Saskatchewan through its Continuing Education Unit has developed some Consumer Affairs materials and a Northern Social Studies Kit for use in ABE programmes.

In Saskatchewan, individual colleges and libraries have taken the initiative in trying new approaches to literacy programming. Their success, founded on good training and organizational techniques, has contributed to most of the province now offering literacy training through the tutorial outreach mode. The funding for these activities has come either directly from the government through the Programme Development Branch of Continuing Education for discrete or innovative pilot projects, or indirectly, via the college "flat grant". The "flat grants" are quite small and allocation of these require very careful priorization of programme activities by the colleges. It is hoped that the recommendations of the ministerially appointed ABE Review Committee will eventually lead to increased activity, funding, and a stated programme commitment to adult literacy and basic education in the province.

D. Manitoba

The Manitoba Department of Education produced a background paper Educational Attainment in Manitoba: An Overview in 1979, in order to provide a description of the nature and magnitude of the adult illiteracy problem in Manitoba. In January 1981, the Department established a departmental committee on adult literacy and charged it with the responsibility of outlining a strategy for attacking the province's illiteracy problem on a broad scale.

At the present time, ABE is delivered by the three community colleges in Manitoba and is predominantly tied to CEIC funding. Although there are some provincial entry students below the grade 8 level, these students have to pay tuition fees and purchase their texts. As in other provinces, there may be a small number of "special needs" clients who may be sponsored through other cost-shared government programmes such as the programme for the Vocational Rehabilitation of Disabled Persons. Some instructors and co-ordinators are currently developing outreach programmes in co-operation with other agencies.

In Winnipeg, there are two other Centres which provide adult literacy training, the Winnipeg Adult Education Centre and the International Centre. The Winnipeg Adult Education Centre very often has a class for adults whose mother tongue is English and who desire literacy training. The class meets on a daily basis and is made possible through the local school board.

The International Centre is a private agency directed by a volunteer board of the Citizenship Council of Manitoba. The Centre opened as a welcome house for immigrants in 1969 and a result of its English conversation classes was the establishment of the reading and spelling programme. This latter programme was officially adopted by the Winnipeg School Division No. 1 in 1975 as part of its adult education curriculum, and is funded through the school division by federal-provincial cost-sharing arrangements. Illiterate adults and slow learners receive one-to-one tutoring where possible. The Centre offers several levels of instruction from beginners up to pre-university. The materials used in the Centre have evolved from practical experience over the years and have been used in literacy programmes in other parts of Canada.[91]

In recent years, volunteer tutorial groups using the Laubach method have been formed in Winnipeg and some northern communities.

E. Western Provincial Cooperation

At a Ministers' meeting of the Western Canada Post-Secondary Co-ordinating Committee in September 1979, an interprovincial study group on adult literacy was established. The group, composed of representatives of the four western provinces was charged with the responsibility of identifying adult literacy programmes, defining adult literacy and identifying areas of cooperation between the western provinces. The report was presented to the Ministers' Committee meeting in January 1981. The following recommendations were agreed to:

1. that the four Western Provinces establish literacy education as a priority within adult education and develop policies to facilitate relevant programming;
2. that the four Western Provinces share curriculum and other programme materials; and
3. that they cooperate in funding high-cost literacy programme development, such as the ACCESS media series.

In addition, the interprovincial study group on adult literacy was directed to continue as a vehicle for ongoing communication.

F. Ontario

1. Activities

In Ontario, the delivery agents for the federal CEIC-sponsored ABE programmes are the twenty-two community colleges. As CEIC'S revised BTSD objectives come into effect, sponsored literacy programmes are being phased out. In response to this situation and locally expressed needs, ABE personnel in many of the 22 community colleges of Ontario have organized literacy outreach projects either under the auspices of their college, or on their own initiative. Such colleges include Canadore (North Bay), Algonquin (Ottawa), Humber (Metro Toronto), Sir Sandford Fleming (Peterborough), Lambton (Sarnia) and St. Clair (Windsor). Other colleges have aided existing or emerging voluntary literacy efforts as in the case of St. Lawrence (Kingston), Mohawk (Hamilton), and Niagara (Welland), by giving organizational or resource support where needed.

The instructors from Humber College started a Toronto Volunteers for Literacy group. As the demand for one-to-one tutoring grew in Metro Toronto, other tutoring groups emerged and eventually these coalesced into a loose formation under the Metropolitan Toronto Movement for Literacy. Lambton College offers its literacy training in evening classes and charges fees on a pro-rated basis, but it uses volunteer tutors to help the instructor. Sir Sandford Fleming College, using the physical and human resources of the college, and building on the experience of a group of unemployed teachers who had offered some tutoring services to local inhabitants, formed the Trent Valley Literacy Council.

Algonquin College's project, People, Words and Change, has grown steadily since its debut in 1978. It has a combined total of over 100 English and French speaking tutors placed in one-to-one learning situations. The project has published a Literacy Volunteer Handbook and a newsletter Roads to Literacy for the volunteer membership. An additional facet of the Algonquin outreach effort is its "on site" project where classes have been set up in different public housing areas of Ottawa.

Apart from the community colleges, Ontario school boards have also provided literacy programmes. Some of them have provided academic upgrading for adults for many years. The approach, however, was usually through the traditional night classes. The 1970's saw some innovative methods being used. For example, in Metropolitan Toronto, a series of adult day schools based on a co-operative partnership between the local school boards and the Ministry of Community and Social Services has come into being. These schools are providing a much needed alternative to the CEIC sponsored programmes which normally have waiting lists and a maximum 52-week course regulation. Students are accepted at the lowest academic levels on a full-time or part-time basis.Evening classes are also offered by certain school boards in Metro Toronto. Use is made of teaching aides and volunteer tutors as well as professional instructional staff. Other school boards in Ontario are co-operating with community-based literacy programmes.

Literacy programmes in Ontario are also sponsored by public libraries, Frontier College, voluntary organizations and private agencies. The size of the province, both geographically and demographically, has encouraged a spawning of various programme approaches and methods. The awareness about adult illiteracy is generally fairly recent, and many people have eagerly offered their services and facilities. However, even before the present level of awareness, there was a greater variety of programmes operating in Ontario than anywhere else in the country. Many of these have been documented in other publications.[92]

2. Media Developments

Ontario Educational Communications Authority (OECA), and its educational television service TVOntario have expressed an interest in and made a continuing commitment to adult literacy. They have produced a series of documentary type programmes and have collaborated with the Ontario Institute for Studies in Education (OISE) in the production of four videotapes as part of a Teaching Adult Basic Education project designed to provide in-service training for community college instructors and others working in ABE. TVOntario was interested in a proposed pilot project in Southern Ontario in 1976-77 to test the applicability of the British broadcasting model in Canada. Unfortunately, the community literacy workers were unable to obtain the necessary funding to set up the programme coordination aspects locally, so this project never materialized.

TVOntario has also experimented with well advertised programmes for which they have provided a variety of print and other back-up material. Interested people have been able to use a toll-free line in Ontario to phone for information and receive the material which can then be used in conjunction with the programme. Such a programme in the fall of 1978 was extremely well received. Another programme using the film Dreamspeaker was broadcast in January 1981. To date, such programmes have been addressed to in-school audiences as well as to the out-of-school adult population.

TVOntario would like to offer an extended body of broadcast programming which would lead to skills acquisition for undereducated adults. It is more interested in literacy instructional processes through broadcasting than in literacy motivational aspects per se. A twofold approach to literacy programming includes acquisition of existing programmes for instructional broadcast use and the development of a new programme series. A current programme proposal to the Ministry of Education for one million dollars has not yet been accepted by the Ministry, but funds are being sought from other sources for the projected series.

3. Involvement of the Provincial Government

There is considerable activity in the adult literacy field in Ontario, but programme responses have depended very much on the social consciences of individual institutions and agencies. Until recently there has been very little commitment in terms of sustained programme funding and official recognition of the adult illiteracy problem. Several provincial ministries, however, have shown interest and have encouraged some literacy activity related to their sphere of responsibility. For example, the Ministry of Culture and Recreation has supported the Movement for Canadian Literacy by funding a major conference as well as funding training workshops, production of materials and networking. It has supported local literacy groups in the province, is interested and supports ESL literacy work and has plans for developing Francophone literacy projects in Ontario. Since 1980, it has had a literacy consultant on staff.

The Ministry of Consumer and Commercial Relations is considering its role in adult literacy. It has recently published Consumer Skills for Disadvantaged Adults: An Annotated Bibliography. The Ministry of Transportation and Communications worked with representatives of the Ontario Library Association's Literacy Guild to produce and distribute the Ontario Driver's Manual Adapted for Adult New Readers. The Ministry of Corrections has literacy programmes in some of its institutions and has encouraged the one-to-one tutoring approach by inmates.

The Ministry of Labour set up a Task Force on Literacy, Occupational Health and Safety in the Workplace in 1981. The terms of reference are to: investigate the extent of illiteracy in the workforce; identify the effects of illiteracy on the effectiveness of occupational health and safety; propose recommendations on how problems associated with illiteracy and occupational health and safety can be resolved in the short term and the long term.

These responses from the various ministries are encouraging but the crucial response is that of the Ministries of Education/Colleges and Universities. Many literacy projects have been and are being conducted with considerable voluntary energy and dedication by lay citizens and committed professionals with shoestring budgets or no budgets at all. Some literacy projects have been started or existing ones have received an additional impetus during the summer months or seasons of high unemployment, when the federal and provincial governments have announced "make-work" schemes.Unfortunately, the cessation of these short-term funds often means the collapse of new initiatives, unless some groundwork for continuing the project under other auspices has been undertaken. Developing these co-operative relationships usually takes more time than that allotted to the project.

Ontario adult educators and government representatives have been engaged in a process of working towards an adult education policy for the province. A lobbying/pressure group known as Learning Opportunities for Adults has come into being as an informal coalition of private citizens concerned about the need for an adult education policy in Ontario. The group has identified adult literacy as a top priority area for action by the Ministry of Education. In 1981, a discussion-paper entitled Continuing Education - The Third System was circulated in the field by the Ministries of Education/Colleges and Universities. This paper raised several questions on the development, delivery and support of adult literacy programmes which formed the basis for the field reactions and discussions. The Ministries invited responses to the paper to be sent in by September 1981. There was a heartening level of response and in the spring of 1982 a Draft Policy Statement on the Provision of Continuing Education Through the Schools, Colleges and Universities of Ontario was circulated by the Ministries. There is considerable emphasis in the Statement on the provision of adult basic education, which is defined as including adult basic literacy and numeracy, citizenship and language instruction for landed immigrants, and English as a second language for adults. The Ministry of Education will fund these programmes through the school boards. While school boards are to be the prime delivery agents, they are nevertheless encouraged to consult and co-operate with other local agencies and community groups. Some changes to funding provisions have also been suggested to allow for more flexibility in programme delivery. Further discussion and responses from the field were invited and were to be submitted by September 1982 to the Ministries. The emphasis on adult basic education and the attendant clarifications on delivery and funding are very encouraging developments in Ontario.

G. Québec

In Québec, basic education and literacy programmes are found in schools and in community settings. They are located in neighbourhoods where adults who lack reading and writing skills are living. Experience has shown that these people are on the lower rungs of the socio-economic ladder: they live in poor neighbourhoods; have low-paying jobs; are on unemployment insurance or welfare; and have children whose chances of receiving an education are slim. Rather than trying to improve only the reading ability of these adults, a literacy programme in Québec involves social and cultural practices adapted to the realities, needs and wishes of the most disadvantaged people.

This social approach to illiteracy in Québec has been documented in the writings of Dr. Jean-Paul Hautecoeur and Serge Wagner in particular.[93] The struggle for the elimination of illiteracy led the literacy movement in Québec to break with former adult education practices and especially those related solely to basic training for the labour force. The development of adult basic education and literacy work in Québec has given rise to a new field of adult education practice in underprivileged areas and has influenced adult education philosophy as witnessed by the recommendations of the Commission d'étude sur la formation professionnelle et socioculturelle des adultes headed by Michèle Jean.[94] Basic education has generally become a social priority in Québec. All indications are that it will become increasingly important in years to come, even though the Commission's call for a Québec-wide literacy campaign has not been endorsed by the present government perhaps because of the economic difficulties the province is presently experiencing.

1. Literacy Programmes

With the exception of a few religious communities which continue literacy programmes in the charitable tradition, most literacy activities come under the responsibility of the Ministry of Education. Two distinct programmes embrace all activities: a special literacy development support programme (programme spécial de soutien au développement de l'alphabétisation) in the regional school boards (RSBs) and an aid programme for voluntary community education organizations (organismes volontaires d'éducation populaire or OVEPs). The first programme is part of the RSBs' training activities, but is distinct from the regular academic training programme and the teaching of French as a second language. The second programme consists of subsidies to voluntary organizations, a portion of which is specifically allocated for programmes concerned with the elimination of illiteracy. This programme provides opportunities for autonomous activities by the voluntary organizations.

In 1981-1982, fifty or so RSBs received grants totalling approximately $600,000 (a rule requires the institutions to match the government's contribution) and about twenty independent community organizations received approximately $300,000. In addition, around $100,000 worth of special grants for research and the production of audio-visual and teaching equipment were awarded.

These two programmes are part of a development plan (plan de développement de l'alphabétisation) designated as a priority in adult education as stated in *Adapting Schools to their Milieux: Policy Statement for Schools in Economically Disadvantaged Areas, 1980.*

Before 1976, one professional person in the adult education branch of the Ministry of Education managed the basic education programme on a part-time basis; it was funded by the federal government under the CMTP (Canada Manpower Training Programme). Today, a group of five professionals co-ordinates all activities in adult basic literacy work: two are in management, planning and co-ordination; two are in educational development and instructor training; and one is in research and publications. Now in its third year of implementation, the literacy development plan has a total budget of some $2,500,000 and brings together about one hundred voluntary and professional organizations engaged in literacy activities. This is not yet the massive literacy campaign recommended by the Commission d'étude sur la formation des adultes, but it is a new field with rapid growth, only slightly affected by budgetary restrictions imposed recently by the Québec government. The priority given to literacy work has become a reassuring fact of life in Québec.

2. Development Strategies

The rapid expansion of activities concerned with the elimination of illiteracy in Québec can be explained by a series of development strategies which are worth noting because they involve neither such high-profile efforts as the BBC's television campaign, nor a political decree. The strategies consist of: a programme of grants to organizations, use of the mass media, encouragement at the regional and local levels, the organisation of provincial conferences, the production of scholarly and popular publications, and the formation of a provincial association of voluntary associations.

The steady growth since 1978-1979 of special grants to organizations as a ministry priority has paralleled the growth of the infrastructure of the adult education branch. This increased capacity has helped school boards and other organizations to play an important role in their own communities. Two provincial conferences, Alpha 78 and Alpha 80 have had considerable influence on literacy activities.

Since 1978 various publications in the field (see bibliography) have involved researchers in literacy issues. Two popular publications produced by and for literacy instructors have been established during the last few years, ALPHA Liaison and Alphabétisation populaire.

In 1981, community interest groups engaged in literacy work created a coordinating body (Regroupement des groupes populaires en alphabétisation) which has been very active (in Québec) since its formation.

All of these developments have stimulated the importance of the mass media, particularly the newspapers and television, in their role of encouraging and increasing public support for literacy programmes.

3. Approaches to literacy and basic education

Although there is a tendency towards centralization in the funding procedures of the Ministry of Education, many different approaches can be identified. These range from the traditional, classroom instruction with measured academic progress to some new innovations such as ALPHA Centres (maisons alpha) operated by young volunteer workers.

Within Québec there is a variety of organizational and methodological approaches. The latter are often closely related to the former. For example, one may find the "technological approach" in institutions. Here, the focus is on specialized instructional tools and equipment designed for "illiterates" by others from outside their milieux. With this approach the structure of the institution remains unchanged and literacy training is regarded as a new type of educational experiment. Another approach might be called the "functional approach" in which the materials and methods are geared to the needs of the learner.

In the more recent social thrust of literacy work in Québec, there are several organizational variations. In semi-rural and rural areas, autonomous local committees are responsible for the provision of literacy activities. In urban areas, many educational institutions are cooperating with citizens' groups. Within the English-speaking School Boards of Québec, the use of Laubach volunteers employing the one-to-one tutoring approach has become increasingly popular. In some of the French-speaking School Boards, where budget cuts have affected programmes and where literacy work is not yet a priority, the use of volunteer tutors is also gaining ground.

The growth of popular or community education is related to the work of social and community action groups. Some of these groups are highly structured; they conduct their own educational research, and design their own methods. Such activities are also found within several more progressive educational institutions as well.

The discussion above provides only a brief overview of the various forms the struggle against illiteracy has taken in Québec. Further information on literacy activities and issues in Québec may be obtained by consulting the various government publications and those of the various citizens' groups. (See bibliography.)

4. The Jean Commission's recommendations

In its final report, the Jean Commission made basic training a top political priority in adult education, and its first direct action was to be the mounting of a literacy campaign. The following are the most important passages from the section of the report which deals with the struggle against illiteracy:

- The Commission believes that basic training should be a real political priority for Quebec in the eighties. It must bring together those people who benefited the least from the educational reforms of the sixties and yet were largely responsible for their funding. This priority will provide a favourable environment in which to experiment with the decompartmentalization of training programmes and the co-ordination of all educational resources both inside and outside the school system.

- A vast program for basic training in Quebec should call attention to the problem of complete illiteracy. To do this, the struggle against illiteracy should be given special status within this program. It is in this sense that we can speak of a literacy campaign. This literacy campaign should not depend solely on the Laubach "one-to-one" approach, but should rather promote the creation of groups of illiterates taught by instructors originating from or involved with their milieu.

- To start with, this campaign should go through an experimentation and breaking-in stage on a limited scale, culminating in an assessment of activities. Such an assessment would attempt to discern any progress and identify the direction that a superior and more widespread second stage might take.

- The literacy campaign claims to be a special approach allowing adults to take charge of and control their own training process. To accomplish this, the campaign must get down to the grass-roots level and make use of organizations which have close ties with the adults concerned. On the whole, the Commission feels that the campaign should be used to develop independent, complementary alternatives to educational institutions. These alternatives would be able to handle most of the literacy-promoting activities and basic training in Quebec (in terms of both cost and volume).

Observers are skeptical about the chances a literacy campaign which calls for drastic changes in current adult education programmes and new funding in a period of economic crisis has of being implemented.

Nevertheless, the call for a literacy campaign may have a spearheading effect in the rest of Canada and the ideas expressed will certainly influence the directions taken in the fight against illiteracy. The status accorded publicly to the elimination of illiteracy can only strengthen the determination of volunteers, professionals and civil servants to press forward in an area which, just a few years ago, included only a few volunteer workers.

H. The Maritimes

In the three Maritime Provinces, CEIC is no longer purchasing services below the grade 7. Literacy training in these three provinces is predominantly in the hands of volunteer tutors using the Laubach method which was first introduced into Nova Scotia in 1970 from the United States. The major efforts at expansion increased markedly after 1976 when the extent of the problem was more fully recognized.

The Department of Continuing Education in New Brunswick, through the community college campuses, provides the literacy materials to the 15 literacy councils in that province. Two of these literacy groups are Francophone - one in Moncton and one in Grand Sault (Grand Falls).

Prince Edward Island Literacy Council delivers one-to-one volunteer tutoring in several communities on the Island. In addition, funds from the former federal Department of Regional and Economic Expansion (DREE) made possible free adult literacy night classes on the Island.

In Nova Scotia, the Department of Education has undertaken the provision of literacy materials to the volunteer tutors from the inception of a pilot project in 1970. The Department periodically provides funds to the councils for training literacy tutors. There are currently twenty-two literacy councils in this province. Three of these councils were set up as a result of six special literacy projects conducted by the Nova Scotia Department of Education in cooperation with the federal Department of the Secretary of State from August 1979 to March 1980. Five of the projects surveyed small communities to identify the number of adults interested in obtaining literacy education and the number of potential volunteers who might provide one-to-one tutoring. The sixth project was intended to design and produce literacy materials, including a newspaper, consumer and employment information.

Nova Scotia has had a long tradition of literacy training through its night schools. School boards are still active in the provision of night classes for literacy training and academic upgrading. In 1979-80, six boards provided literacy programmes for 134 persons on a part-time night school basis. In Halifax, the Memorial Library co-operated with the Continuing Education Division of the Halifax School Board to provide a site for both paid instructors and volunteers to provide a literacy programme two mornings a week for approximately 45 adults. The library has considered its involvement in the delivery of literacy education to be a valuable part of its community outreach in a low-income, high unemployment area of the city. Like many of the school-board sponsored classes, this programme uses the Laubach New Streamlined English Series as core instructional materials.

In addition to school-board sponsored literacy classes, there are three other noteworthy literacy activities in which the Nova Scotia Department of Education has been directly involved. These include:

(1) A BTSD programme at the elementary level at Springhill Penitentiary, a federal medium-security institution: inmates lacking adequate literacy skills are encouraged to participate in a programme which is intended to develop skills in reading, writing and mathematics.

(2) A BTSD programme at the intermediate level (equivalent to grades 7-9) in the predominantly Indian community of Shubenacadie: this programme assists Indian students in improving their basic reading and writing skills.

(3) A comprehensive Basic Skills Programme for literacy-training for handicapped adults: this programme seeks to integrate life skills with the acquisition of skills in reading, writing, and mathematics. Job readiness training and human relations skills are incorporated into the process of literacy development.

In response to the withdrawal of federal financial support for the elementary BTSD programme, a Task Group was struck by the Department of Education in 1978 to examine the nature and extent of illiteracy in Nova Scotia and the programmes presently in operation, in order to make recommendations on literacy education in the province. The Task Group considered the initiation, sponsorship and evaluation of literacy classes operated on a part-time basis, evaluated various materials for literacy education, and assessed the viability of the structure of the school board delivery system. The Department also has an adult literacy programme coordinator on staff.

I. Newfoundland

Newfoundland is the largest of the Atlantic provinces and has the highest percentage of illiterate and undereducated adults in Canada, with the exception of the Northwest Territories. Nevertheless, like the rest of the country, Newfoundland has been affected by the present policy of the CEIC with regard to BTSD. In the first part of 1981, there were six projects being offered at the 0 - 12 level, but by June 1981 there were no seats available below the grade 7 level.

In recent years, the adult education staff of the Department of Education has worked with others to increase the number of literacy initiatives and programmes in the province. There are some fifty projects which offer part-time literacy training around the province for two to four nights a week for about two hours at a time. Some projects meet in the day-time and may hold a three-hour training session. The programmes are sponsored by provincial funds, but students pay a token fee. The instructors are paid and the instructor/student ratios are kept to about 1:6. There are between 300 and 400 students involved in these programmes which are offered below the grade 7 level. The instructional resource used in these programmes is the *Adult Basic Reading Programme - a modified packet of commercial and other materials which have been revised* to meet students' needs. Student demand has also been responsible for some of the classes offering a basic mathematics course as an option for those who need it and have the time to take it. The thrust of the programme is towards basic computational skills as they relate to money management.

In addition to the part-time programmes, a volunteer tutorial programme known as Teachers-on-Wheels has been in operation now for several years. It offers one-to-one tutoring at a time and place of mutual convenience to the tutor and student for a period of usually one to three hours a week. The programme is mainly concentrated in and around the capital city of St. John's, but there is also a group in Happy Valley, Labrador.

Funds from the Secretary of State, in 1979-80, made possible some short-term literacy projects through which some needs identification surveys, consciousness-raising and other literacy support work were accomplished. The province has also held two interesting and imaginative conferences, which were partly funded through the Secretary of State. The first, "To Be a Citizen is to Read", was held in the spring of 1979. Of the total number of participants, between one quarter and one third were students in literacy programmes. The students took an active part in the proceedings, part of which was a mock trial where the question to be decided was "Does Newfoundland society place enough importance on adult literacy?" The judgement was an unabashed "No!"

The second conference "Read Into Your Future", was held in November, 1980. It brought together about 50 non-readers from literacy projects around the province. There was a small core group of organizers, but the conference was designed to encourage the participation of the students as discussion leaders, speakers and actors. The play "Marks on Paper" which had been developed in British Columbia, was performed by a local theatre group and students were then asked to comment on it, tell their own stories and act them out on stage. This Conference proved to be a creative experience for the students. An innovative follow-up procedure was the establishment of an Advisory Committee made up of student representatives from six parts of the province. The Committee's role is to give advice to the government on illiteracy and literacy programmes.

Observance of International Literacy Day (September 8) has also been encouraged by provincial adult education officials through the holding of displays in shopping malls located in major communities in Newfoundland. These displays have helped raise the level of public awareness and have prompted general inquiries about the adult illiteracy problem as well as requests for information on the literacy courses being offered.

In the media field, the Canadian Broadcasting Corporation (CBC Newfoundland) made a documentary programme similar to one shown by the national network in January 1978. The Newfoundland programme was aired in June 1980. A similar programme was produced for cable television by Educational Television of Memorial University and was aired in September 1980. In summary, some exciting, innovative projects and programmes are taking place in Newfoundland.

J. The Atlantic Region Co-ordinating Committee (ARCC)

This committee is made up of provincial government representatives with responsibility for the delivery of CEIC ABE programmes in the four Atlantic Provinces. It meets four times yearly, once in each Province, to share information on programmes and current issues. The group has taken several initiatives in ABE. In 1979, it was instrumental in calling a meeting to bring together the provincial government ABE coordinators or their representatives from across Canada. This was the first time such an initiative and meeting had taken place. A similar meeting was arranged in the summer of 1980. These meetings have been the only means for civil servants involved in CEIC programme delivery across the country to meet as a group, share information and common concerns. For the future, the group feels that such meetings would be better arranged under the auspices of the Council of Ministers of Education, Canada.

Another ARCC initiative pertained to its own Region - the holding of a regional ABE conference at Memramcook, New Brunswick, in the fall of 1980. This was the first regional conference for practitioners in ABE. It was co-sponsored by a variety of adult education agencies and organizations as well as two universities with adult education departments. Out of the conference came a desire among BTSD instructors to set up a communication network among themselves and a follow-up meeting was held in February, 1981.

K. Chapter Summary

This overview of provincial responses to the adult literacy issue reflects the different attitudes and operational styles of the provinces. It is apparent that there is more activity at the government level in some provinces than in others. Several factors contribute to these variations. First of all, there is the structure of government itself and how responsibilities are allocated within provincial departments. In many cases, responsibility for adult education is not clearly defined as such within government, but rather overlaps many government departments or branches within a single department. Where adult education is more clearly defined as a branch or division within a government department, the initiatives in adult basic and literacy education depend to a great extent on the initiative and commitment of the civil servants in those positions. Dedicated adult educators have been able to work for change and to bring some measure of priority to bear on literacy activities. However, government bureaucracies can only move so far, they are the arms of the elected representatives. In the final analysis, most of the decisions on priorities, policy changes, and budgetary allocations are political ones. The prevailing social and economic climate of a province, the philosophy and attitude of the political party in power, the level of awareness about, and the commitment of particular ministers to adult basic education are all factors to be taken into consideration. Where authority for local programme delivery is decentralized and under the control of local boards, it is these bodies who have to make decisions on programme priorities and allocations within global budgets or grants. In times of high inflation and financial restraint such decisions are not always lightly made, and again they tend to be political.

At present, for the most part, adult basic education is just emerging as a field requiring attention by provincial governments, and much of this response is related to the federal withdrawal of support below the grade 7 level in BTSD. In 1979-80 fiscal year, $70,058,289.00 was expended by CEIC on full-time BTSD in Canada. This amount included course costs as well as training allowances, and most of it would have been expended on students enrolled above the grade 7 level. There is no easy or standardized system across the provinces for gathering statistical data on ABE and literacy enrolments and expenditures. Indications, however, show that in terms of overall budget allocations to the educational systems, expenditure on adult basic education and literacy activities is miniscule or non-existent. Where adult basic literacy has been identified as a priority programme area requiring some new initiatives, some funds have been made available but the priority is not always reflected in the overall budget allocations.

In Canada as a whole, the provincial initiatives appear encouraging, but that is because the start has been made from an almost zero baseline. In some other fields of education, the kinds of activities now occurring in ABE and literacy would be considered normal ongoing activities. It is too early to say yet whether the current initiatives will become incorporated into ongoing provincial programmes or whether they will remain marginal and experimental activities - to be encouraged when there is some surplus money available from federal or provincial treasuries, or to be cut as soon as there is a budget shortfall. The question to be answered by governments is whether adult basic and literacy education is a right or a privilege. If the answer is "a right" then policies, initiatives and programmes flow from that principle. If the answer is "a privilege" then adult basic and literacy education become primarily charitable enterprises, for disadvantaged adults cannot generally afford the luxury of purchasing educational services. The nature of literacy itself demands answers to this fundamental question.

VI CANADA - OTHER RESPONSES

Learning is a human right
Ideas will bring words into
Thoughts, for man is a thinking animal.
Education brings man knowledge and
Reading exercises his mind and improves his ability.
Ability is of little account without opportunity!
Creating opportunity is our literacy task for fulfilling man's
Yearning for learning.
(Fort Erie Literacy Council)

In the recent report The World of Literacy (ICAE, 1979), six principles have been identified as being most likely to ensure achievement and retention of literacy. These are: national commitment, popular participation, coordination, mobilization, motivation and entitlement. The first two principles are seen as "political" because they derive from government policy; the second two principles are "technical" as they relate to implementation of the first two; the latter two principles are less clearly defined, but are an integral part of any literacy effort. The international experience shows that apparently successful literacy programmes have achieved a fine dovetailing of these six principles.

In Canada, because education is a provincial jurisdiction, it makes sense that these principles should be applied provincially. However, inflation, unemployment rates, demands for other kinds of educational and training programmes may serve to keep adult literacy, in many instances, at the bottom of the priorities.

Although the first two principles identified by ICAE are lacking at a national level, there is a strong commitment from numerous individuals across the country at the micro-levels. Also at some local and regional levels, there is evidence that the other four principles are in operation through the efforts of various voluntary organizations and professional associations. Some organizations, like Frontier College and the Canadian Labour Congress, have a long and continuing history of support for better opportunities for undereducated adults, whereas other organizations have evolved more recently. In all instances, there appears to have been either renewed activity or entirely new initiatives in the adult literacy field since 1976. A review of these more recent activities will now be presented.

A. Frontier College

As Canada's oldest adult education organization, Frontier College has a long history of service to the under-educated adult on the geographic frontiers of Canada.[95] Since its inception in 1899, projects have been carried out in the more sparsely populated parts of the mid-North and the Arctic. In the last few years, however, while still working in these remote geographic areas, the College has also explored programme needs and initiated projects on the social frontier in places such as urban southern Ontario.

1. History

The impetus in 1899 came from a Presbyterian minister named Alfred Fitzpatrick who was appalled at the working and living conditions in the railway construction, mining and logging camps in Northern Ontario where he was preaching the Word of God. Fitzpatrick quit the ministry, and began negotiating with the government and with camp bosses for library facilities and camp reading rooms for the men. He invited young people, often university students, to spend a summer, or sometimes a whole year, supervising and teaching in the reading rooms.

One of the first volunteer teachers, impatient with waiting idly for the workers to finish their shift, donned a pair of overalls and joined them at their labours. Thus, in 1902, a new kind of educator was born - the labourer-teacher.

In the first two decades of this century, Frontier College grew quickly in response to the needs of a rapidly expanding frontier. By 1904, labourer-teachers were already working in camps outside the province of Ontario, and by 1919, over six hundred instructors had served in every province and territory of Canada except Prince Edward Island. Although for a short period between 1922 and 1931, Frontier College was awarded degree-granting powers by the Federal government, the College has had no powers to award degrees, diplomas, or any other form of paper qualification for the majority of its life. The programme emphasis is entirely on informal, practical education. Since the turn of the century, thousands of young people have served as Frontier College labourer-teachers, including, in their youth, such luminaries as Dr. Benjamin Spock and Dr. Norman Bethune.

2. The Labourer-Teacher Model

In the early years, the populations of the interior work-camps consisted largely of immigrant labourers, defenceless against exploitation because they were scarcely literate in their original languages and unable to speak the language of the new land. Living in isolated camps, in primitive and brutalizing conditions, the men had little chance of being integrated into the social and cultural life of Canada. Fitzpatrick saw that the essential need was for the coupling of language instruction with a more general process of acculturation. Labourer-teachers sought not only to teach English language and literacy, but also to imbue their students with ideals of citizenship and social participation.

Frontier College continues to use the labourer-teacher model, wherever it is feasible, because the rapport established on the job between "teacher" and "student" enhances the free exchange of ideas after work. The "classroom" may be the quiet corner of a bar, an employees' recreation room, or the unused lounge in a minimum security rehabilitation camp.

The subjects of study and learning activities are determined by the community members themselves, and therefore relate directly to their needs. Teaching English to recent immigrants is often a top priority in mining and logging camps. Other programmes include basic literacy, simple accounting, instruction in nutrition and hygiene, birth control counselling, organizing and running a community newspaper or a cooperative general store - virtually anything the community feel it needs, and the labourer-teacher is able to facilitate.

3. The Community Education Programme

Frontier College's mandate is to send field-workers to remote communities where no other educational opportunities exist. The major disadvantage of many of these remote communities is the lack of a secure economic base. The uncertainty of seasonal employment and the necessity of relying on some form of welfare play havoc with the lives of individuals and the life of the community as a whole. A regular labourer-teacher cannot be placed in such a community without depriving a local person of a job.

Out of this situation developed Frontier College's community education programme, in which a field-worker is sent to work full-time as a community educator. The field-workers' salary and expenses are administered by the community group, though the source of funding is a public or private agency. The community group becomes, in effect, the boss, with full right to hire, fire, and direct the activities of its community educator. Initially, having this authority can come as a shock to the community group. Having been required for so long to adhere to the regulations of outside advisors and agencies, it may be confused by suddenly having this authority. "To help people gain effective control over their own lives" has become the motto of Frontier College field-workers.

4. Recent Programme Developments

At present, new initiatives are focussing on special projects which recruit, train and support volunteer literacy tutors for adults who have been missed in urban settings. These projects include tutoring for adults with physical and/or mental handicaps, ex-offenders, injured workers, garment workers, farm workers etc. A tutor's manual will be available shortly, as well as materials to train trainers, or help groups to train their own trainers. Self help booklets for tutors and students presently include:

a) Learning and Teaching with Common Sense
b) About Teaching
c) We are Able
d) What Can I Say?

The literacy needs of ex-offenders have also grown into a major job placement programme (HELP) with offices in Ontario and Manitoba. They provide job stability so constructive education can begin again.

The labourer-teachers and community educators, together with the people in the communities they serve, are Frontier College. This group works with some of Canada's most disadvantaged citizens, in poor white and Native Peoples' communities, with railroad gangs, in lumber, mining, fishing and provincial prison camps, and now in large urban centres in southern Canada. There is no formal educational institution, no set curriculum. The College has a small central office in Toronto with a small staff who recruit, interview, and brief potential labourer-teachers and community education workers. The staff also sends resource material out to the field and maintains a network of contacts with agencies, organizations, and individuals who are willing to volunteer field support to college workers. A small literacy resource centre "The Room at the Back" has been set up and is open to anyone interested in or working in the adult literacy field.

In the fall of 1977, the College was the first Canadian recipient of a Unesco medal for meritorious work in literacy and basic education. In accepting this award, recognition was extended to all those who had worked for and with the College in the seventy-eight years of its history. The award was also seen as a recognition of the continued presence of adult functional illiteracy in contemporary Canadian society.

B. Labour Union Involvement

The issue of literacy is one that has been of concern to the labour movement since its earliest days. With the formation of the first central labour body in Canada, policies for compulsory school attendance for children and free and equal access to education at all levels were adopted. Support of the Workers' Education Association provided programmes in basic literacy skills for labour union members and for all workers. The Canadian Labour Congress (CLC) has been a supporter of and contributor to Frontier

College for many years, and with the assistance of its affiliates has helped to place labourer-teachers and conducted orientation sessions for Frontier College staff. CLC education staff and educational officers of other unions have participated in local, regional and national efforts on behalf of literacy programmes.

The CLC has a Standing Committee on Labour Education which has alerted its members to the issues involved in both ABE and English or French as second language programmes for workers. A national union counselling programme trains union members to help their fellow workers gain access to available social services and resolve personal problems.

Local labour organizations and locals of specific unions have offered basic education programmes in the workplace and in union halls. In addition, many individual union members have been involved as volunteer tutors in one-to-one literacy outreach projects. Examples of the latter are the I CARE (Individual Community Adult Reading Education) Project of Douglas College (New Westminster, B.C.) and the Volunteer Adult Literacy Tutoring programme at the College of New Caledonia (Prince George,B.C.), both of which have local members of the British Columbia Government Employees' Union as tutors. In Vancouver, the Basic Education Department of Vancouver Community College and the staff of two local unions have co-operated to provide training in basic skills to union members. The unions were Local 452 of the United Brotherhood of Carpenters and Joiners and Local 602 of the Construction and General Labourers Union. The former ran a programme for two years, the other was planned for late 1980, but did not take place. Both were offered on union premises and the curriculum was related to both the vocabulary and the work of the union and the trade. In Toronto, English in the Workplace has been offered in a number of factories for workers requiring training.

At the CLC Biennial Conventions in Québec, 1978 and Winnipeg, 1980, individual unions such as the Canadian Union of Public Employees, and locals of the Retail, Wholesale and Department Store Union, and United Food and Commercial Workers International Union have submitted resolutions calling upon CLC to press for legislation to provide educational opportunities for workers. CLC is pressing for Canada to ratify Convention No. 140 of the International Labour Organization. Ratification would require Canada to "formulate and apply a policy designed to promote ... the granting of paid educational leave for the purpose of (a) training at any level; (b) general, social and civic education; (c) trade union education." (Article 2 of Convention 140). In the recent report of the Commission of Inquiry on Educational Leave and Productivity (Adams, Draper and Ducharme, 1979) literacy education was focussed upon as an area requiring greater priority. The authors suggested that employers should be legally required to provide day-release with pay for employees enrolled in literacy training programmes. Employers would be compensated from an adult illiteracy fund which would be established for that purpose. Paid educational leave as a useful mechanism for the provision of basic education to workers has already proven successful in some European countries such as Sweden. It should be remembered, however, that about one half to two-thirds of the under-educated population are not even part of the Canadian labour force.

This low participation rate of Canada's under-educated in the labour force is a focus of concern in the recent report of the Parliamentary Task Force on Employment Opportunities for the '80s (Chairman: Warren Allmand). The report Work for Tomorrow (1981) makes several recommendations regarding strategies for reducing functional illiteracy including a ten-year National Right-to-Read Programme.

C. World Literacy of Canada

This organization is a Canadian non-governmental agency which came into being in the early 1950s. Its major thrust has been to support non-formal educational programmes in the Third World. For many years, it supported the work of Dr. Welthy Honsinger Fisher in India and has maintained a strong interest in that country. In recent years, World Literacy of Canada (WLC) has expanded its commitment to projects in other countries, and has also directed its attention to conditions within Canada itself.

At WLC's annual meeting in Ottawa in 1974, the programme focus was on the Canadian adult literacy scene. Interest generated at this meeting led WLC to undertake a Canadian project for one year. The project was started in June 1975 and its terms of reference called for: identifying the Canadian target population in need of literacy training; identifying the kinds of literacy programmes and activities operating in Canada; and sharing the findings with interested organizations and individuals with a view to planning for future literacy work. The two major means of sharing the findings were a report (Thomas, 1976) and a conference in Toronto in May 1976.

The 1976 Conference on Adult Basic and Literacy Education attracted one hundred and forty delegates from across Canada and brought together government workers, community college instructors and coordinators, library personnel, volunteer tutors and school board staff. It was the first event of its kind in Canada since the mid-1960's. A highlight of the first day was a presentation on the British literacy campaign with excerpts from the BBC's On the Move being shown. After a further two days of speeches, panel presentations, workshops and discussions on the Canadian literacy scene, the participants made 30 recommendations for action. They fell under three headings: (1) consciousness-raising; (2) development of a communication network, and (3) instructional concerns.

This conference unleashed great outpourings of energy and enthusiasm; it deepened commitment to the adult literacy cause and provided bonds of solidarity among literacy workers in Canada. Many subsequent initiatives can be traced to the work of participants in this conference. For example, early in 1977, a group of librarians organized a day-long workshop, "The Literacy Connection", for librarians in Metro Toronto. After this event, interested librarians began to meet regularly on their own and planned their literacy strategies and activities for and within the library community in Canada. Also, many delegates were particularly impressed with the literacy work being done in Britain and sought to emulate the experience of that country in various ways.

D. The Movement For Canadian Literacy

The groundwork undertaken for the Canadian project of the World Literacy of Canada established the links and roots of The Movement for Canadian Literacy (MCL). The delegates of the 1976 conference looked to WLC for follow-up of their recommendations, and WLC agreed to keep the project director on staff.

Activities during the next year included responding to requests for information and research ideas, public-speaking and workshop presentations. Fund-raising was another activity engaged in with uneven and generally poor results. Much time and energy went into letters of inquiry, visits to foundations, proposal writing, lobbying with the federal and provincial governments and such similar activities. Lack of funds was not a new problem however, as the first year had not been characterized by sustained funding either.

A nucleus of people in and around Toronto had begun to meet fairly regularly to chart progress and future directions. As new groups began to emerge, they generally kept in touch, through representatives, with the Toronto "core". In the spring of 1977, the first full Canadian issue of LITERACY was launched. This modest journal was designed as a Canadian quarterly to bring news, articles, book reviews and new publications pertaining to adult literacy to those interested in and working in the Canadian field. As the pressure and the volume of the Canadian work began to build up, and financial problems were still present in the parent organization, discussions resulted in the separation of the Canadian work from the W.L.C.

The founding conference of The Movement for Canadian Literacy/ Rassemblement canadien pour l'alphabétisation was entitled "Adult Literacy in the Seventies". The event, organized by a small group of people under the rubric of "The Canadian Project for Adult Basic and Literacy Education/Le Projet canadien de formation de base des adultes" was bilingual and was held at Algonquin College in Ottawa at the end of October, 1977. It attracted two hundred delegates from all parts of Canada and at the end of it a provisional committee was selected for continuing contacts in the various regions of Canada.

An Annotated ABE Bibliography covering the literacy levels and a bilingual Conference Report were published by the Movement and used to help launch a membership campaign early in 1978. At this time, there was also an increased interest in the adult literacy issue by various media. In particular, the showing of a documentary segment "Can't You Read?" as part of the Canadian Broadcasting Corporation's "Fifth Estate" programme in January 1978, did much to legitimize the issue and encouraged further developments. Members of the Movement had been involved as resource persons for this show since the summer of 1976 and the networking and referral capacities of the infant organization were sorely strained at a time when the financial resources were depleted. An emergency grant of $1000.00 from the United Church of Canada kept the office open until membership fees and other resources became available.

In the spring of 1978, the groundwork was laid for two further publications: A Directory of ABE Programmes in Canada (Anderson et al, 1979) and a Canadian Adult Basic Literacy Resource Kit (Thomas, 1979). Literacy/Alphabétisation continued to be published on a quarterly basis. The Movement became incorporated as a non-profit organization and was registered as a charitable agency later. The first Annual Meeting was held in September, 1978 when a Board of Directors was elected and Charles Craig of Ontario became President. At this time the Executive Director left Toronto and it was decided to close down the office at the end of the year because of inadequate finances. Since the end of 1978, the Movement has functioned as a voluntary membership network with its various roles and services being performed by the Board and the members. The primary service has been to continue the production of Literacy/Alphabétisation.

The Executive Committee of the Movement alternates between Western and Eastern Canada. In the spring of 1981, a conference largely organized with local resources by the Alberta-based executive of the Movement for Canadian Literacy attracted delegates from across Canada and resulted in a renewed impetus for the Movement. In the fall of 1981, the Presidency and Executive Committee moved to Newfoundland. At a planning meeting in early 1982 it was decided to try to keep the idea of a Movement foremost in planning, to produce an information kit and to strengthen links with Francophone literacy colleagues.

Local and provincial groups of the Movement have evolved as in Toronto and Alberta. The Toronto group is known as the Metropolitan Toronto Movement for Literacy (MTML) and has, with the aid of an Ontario government grant, put out a newspaper Starting Out which is distributed to literacy workers and students in Ontario. One aim of the publication is to provide a vehicle for literacy students' writing. The Alberta members, originally known as the Movement for Alberta Literacy, recently incorporated under the Alberta Societies Act as the Alberta Association for Adult Literacy. Other provincial and local groups are beginning to form. These groups provide opportunities for regional networking, for lobbying on relevant literacy issues, for professional development and for local tutor-training events. Some of the groups produce their own newsletters or periodicals. As provincial groups evolve they select their representative to the Board of the Movement.

The hope in 1976 was for a strong non-governmental organization to link together those working in the field under various jurisdictions and provide a voice for common issues as well as a medium for concerted action in order to improve and expand literacy activities at the provincial, regional and local levels. The Movement has survived as an umbrella organization for grass-roots workers and organizations involved in literacy programming, despite the difficulties of operating without substantial funds and paid office staff. It has a membership which covers all provinces and territories. In addition, representatives from provincial governments, community colleges, school boards, libraries, Laubach Literacy of Canada, Frontier College and the Adult Basic Education Association of British Columbia are or have been on the Board of the Movement for Canadian Literacy. Thus, although there may appear to be unnecessary duplication of efforts and lack of coordination to some observers, there are links, formal and informal, between the various organizations which have evolved to address the various literacy and adult basic education needs.

E. Laubach Literacy of Canada

Another organization which grew considerably in Canada from 1976 onwards was the American-based National Affiliation for Literacy Advance (NALA). At the time of the 1976 conference there were only five or six literacy councils using the Laubach tutoring method. The two strongest bases were Halifax and Hamilton. While these two cities are still important, there are now over 50 Laubach oriented literacy councils in Canada. The majority are located in the Maritimes, but there are several councils scattered throughout Ontario and new councils are appearing in anglophone areas in Québec. Training in the Laubach method has also been given in some parts of the prairies, often by the Volunteer Reading Aides' Coordinator of the Lutheran Church Women, Martha Lane.

The first literacy council in Nova Scotia was begun in 1970 in Lunenburg County due to the efforts of a Lutheran pastor's wife. In 1974, NALA set up an Eastern Canada Region, headquartered in Halifax. Under local leadership, the NALA Movement steadily expanded. Canadian NALA representatives participated in the literacy conference in Toronto in 1976 and they then went to the NALA Biennial Conference in California a month later. Fired with enthusiasm and with promise of support from the staff in Syracuse, New York State, they haven't looked back! Eastern Canada Regional Conferences have been held every two years (Halifax 1977; Hamilton 1979; Moncton 1981). With the support of Laubach Literacy International, the parent organization, Canadian NALA members have now incorporated themselves and their activities under the entity Laubach Literacy of Canada with headquarters in Saint John, New Brunswick.

F. Literacy Volunteers of America, Inc. (LVA)

This voluntary organization made a presentation at the 1976 literacy conference in Toronto and thus made Canadians present familiar with its work. It was partly because of exposure to this workshop that the Regina Public Library contracted with Literacy Volunteers of America to do their training workshop in 1977. Individual Canadians from places such as London, Ontario; St. John's, Newfoundland; and Kingston, Ontario; have gone down to Syracuse, New York State, for training before starting up their various programmes. The staff of this organization has conducted other training workshops in Saskatchewan and Toronto. Thus, LVA's methods are being applied in several parts of Canada.

G. Libraries

Library involvement in the adult literacy issue and support of community programmes has expanded rapidly since 1976 when a group of librarians attended and made a presentation at the Adult Basic and Literacy Education Conference in Toronto. Librarians have a vested interest in reading and may offer a variety of support services to community-based adult literacy projects. Their advocacy, on behalf of a constituency whom they normally do not serve, has been commendable. The Canadian initiatives have been strengthened by the knowledge that the library associations of Australia, Britain and the U.S.A. have also organized and taken initiatives around the adult literacy issue in their respective countries.

Examples of groups which have emerged in Canada are: the Ontario Literacy Guild whose predecessor was the Library Literacy Committee of the Ontario Library Association; the Library Association of Alberta's Literacy Committee; and the Canadian Library Association's Action for Literacy Committee. These groups have done much to bring the adult literacy issue to the attention of their colleagues and library trustees at annual conferences as well as at specially organized professional development workshops. Librarians have sought out and offered their services to various literacy groups and organizations and done much useful work in identifying and cataloguing basic reading collections. Some libraries have ventured into offering their own programmes. The August 1980 issue of the Canadian Library Journal summarizes library activities across the country and the articles presented in that issue give an insight into the variety of activities being carried on.

H. The Media

As indicated in parts of this paper, there is media interest in the adult literacy issue. Local and large daily newspapers have been helpful in focusing upon human interest stories and local literacy achievements, especially around International Literacy Day (September 8th). Local and national radio networks have also offered their help through community service announcements, open-line talk shows and interviews. The Canadian Television network (CTV) has also produced some interview segments and other shows on adult literacy. Efforts of provincial media corporations were mentioned in the previous chapter. The National Film Board of Canada has also made a film on illiteracy in French.

There are legitimate roles for all media to play in the adult literacy field. Radio and television have the greatest impact on the target population itself and may be excellent motivators as well as useful instructional media. The newspapers and print media are excellent for raising public awareness and alerting the general populace to programme needs and opportunities. Literate persons often pass on the information about literacy programmes to their non-reading relatives or friends.

Media efforts on a large scale, however, have to be closely integrated or linked with other community delivery and support agencies, if the efforts are to be successful.

I. Programme Flexibility

When local communities have the freedom and flexibility to chart the path of their own literacy projects a variety of organizational modes may result according to available human, physical and financial resources. The Declaration of Persepolis states that "the motivation of those involved will be stronger if each community is itself given the opportunity of carrying out the literacy project." Many literacy organizational models have emerged in Canada especially at the community level. It is impossible to cite them all. However, a key to the successful community-based literacy programmes has been their natural evolution in a flexible manner to meet local needs. In some parts of the country some professional adult educators and learning specialists have set up their own private programmes on a fee-for-service basis.

Much of the appeal of the literacy initiatives in the 1970's has been the confidential one-to-one tutoring offered in the home or community setting at times of mutual convenience to the tutor and student. The fact that the tutors are volunteers acts as a strong motivator and impresses prospective and actual students who realize that someone genuinely cares about their progress. This approach is in contrast to the traditional classes organized to a uniform model which requires a minimum head-count before any teaching can be offered. After a successful one-to-one experience, students are usually more willing to move into small group learning situations.

As we move into the 1980's, it is clear that the demand for resources will become more acute as new programme areas are identified and society as a whole tries to cope with the socio-political and economic realities of the "global village". The challenge for adult educators will be to clarify priority areas and to avoid duplication of effort so that adult learners may have the best services possible. Co-operative community efforts and judicious use of voluntary human resources in a field such as adult literacy will continue to be the key to successful programmes at the local level and may even provide some useful models for other programme areas. In any case, dedicated workers across Canada are attempting to meet the challenge of literacy for all adults and many Canadian residents can testify to the satisfaction which their newly learned skills have brought them. Some of the country's older residents who had given up hope of ever learning to read or write, can now communicate with distant relatives, read the newspaper, and have discovered new dimensions to their lives. Because someone cared, they are no longer the "forgotten people".

> There are many who want to change the rules of the ABE game... Persuasive theorists would politicize adult basic education to create a Pedagogy of the Oppressed designed to motivate learners by making them more fully aware of the political, economic, and social forces structuring their disadvantaged situation. Some educators want to vocationalize ABE by making it the handmaiden of the training. Others would socialize it by integration into a comprehensive program of social services. Still others would academize it..[96]

Politicize, vocationalize, socialize, academize in order "to give the players better odds".[97] Different strategies for reaching and servicing under-educated adults are touted depending on the philosophical stance and occupational/professional status of those doing the planning. In the context of the above quotation, politicization ultimately leads to personal liberation and social transformation, and, in some circumstances, to revolution. The other three strategies, in industrialized societies, tend to "acculturize" the population to the norms of the dominant society. For many under-educated adults, this process of acculturation or domestication, may lead to irrevocable estrangement from their own cultural milieu.

Education is generally seen as a key to "the good life", and a leveller to inherited social circumstances. However, a system geared to the norms of the middle class, is not always the most appropriate vehicle for those of the lower classes. Recognition of this factor is a stimulus behind the move to "popularize" ABE, that is to root it in the community life of the under-educated. This trend may be reflected in the methodological approaches and content of ABE and literacy classes where the learners are drawn from different geographic neighbourhoods. Or, it may be reflected in on site community education programmes in economically disadvantaged neighbourhoods. Indigenous cultural factors are taken into consideration in this approach. Autonomy and self-worth are motivational factors rather than upward social and job mobility per se.

The multi-dimensional and complex reality of ABE and literacy work is reflected in the above thrusts. The differences of approach are compounded by the fact that planning is done on behalf of the constituency. Under-educated adults as a group tend to be "invisible" in our society. Statistics and programmes reveal their existence, but in terms of programme planning we enter the field of "shadow boxing". Nevertheless, in the interests of equity and access to learning opportunities for all, it behoves us to consider the circumstances of the under-educated where necessary to enhance learning processes. In the words of Dr. Alan Thomas, "Learning cannot be compelled, it must be won."[98]

A. Issues and Implications

1. Jurisdictional Questions

Education is a provincial responsibility. However, federal government subsidies to educational activities in Canada comprise about 20 percent of educational expenditures at all levels of government (about $2.5 billion in 1975).[99] Most of these funds are channelled through the provinces. It will be recalled that the federal government made expenditures of over $70 million in the full-time Basic Training for Skill Development programme in 1979-80.

The paradox of no federal educational policy, but federal funds for educational purposes has worked to the present disadvantage of ABE/literacy in some provinces. Cutbacks or re-allocation of funds at the federal level have left a vacuum in ABE especially at the literacy levels. Without the mainstay of Canada Manpower Training Program funds, some provinces have appeared incapable of taking any initiatives to redress the "gap". It is because of these gaps, that voluntary groups and other institutions such as libraries have offered literacy training opportunities.

Taken altogether, the summary of activities in Chapter V - Canada - the Provincial Response is encouraging and shows that the awareness of the adult illiteracy problem is slowly resulting in policy initiatives and programme support in several provinces. To what extent these steps will become a continuing commitment to adult learning remains to be seen.

Provincial leadership is required in ABE, not only in policy formation and funding, but also in delineating the roles of the various public educational institutions. In provinces which have both community colleges and school boards serving adult learning needs, some resolution of the kinds of roles each is capable of playing and doing best is needed, if local tensions are to be avoided and the prospective learners are not to be unduly confused by programme options and differences. The role of libraries in programme delivery also needs to be given consideration as their activity will demand increased funds. Those provinces which have educational broadcasting media need also to consider the level of funding and activity of those agencies in adult literacy programming.

The nature and costs of ABE programme delivery demand co-operation within local communities. Allocation of roles and resources often depends on who can best deliver which services. Sometimes, however, conflicts and rivalries may develop between competing institutions over "head-counts" and "territorial rights". Such practices should be avoided at all costs.

2. Policies and Funding

At the time of writing, only two provinces, British Columbia and Québec, have developed policy or priority statements on ABE/literacy and backed these up with funds. Other provinces are moving in the direction of policy formation and have allotted funds to experimental literacy programmes. Generally, policies are permissive and implicit rather than obligatory and explicit where ABE is concerned. The fact that an educational institution exists in a community is not sufficient, by itself, to ensure access to its adult programmes by under-educated adults. In fact, the reverse may be true - its presence acts as an inhibitor to someone who has never been to a school or who has had a bad school experience in earlier life. Special efforts have to be made to reach this particular clientele.

Adult basic education services should be regarded as fundamental to the provision of lifelong learning opportunities in the public sector. The key to adequate provision, however, is usually contingent upon funding. Some people have suggested that the federal government might transfer funds to the provinces to set up learning resource centres for under-educated adults. The Commission of Inquiry on Educational Leave and Productivity called for the establishment of an adult illiteracy fund to help employers provide literacy training for under-educated employees. Funding is crucial, not only for operational and delivery costs, but also, in many cases, for income support of potential learners. There is no common agreement across the country on whether the user should pay for basic literacy/ABE programmes. Some literacy workers argue that provision should be free, because it is a right. Others argue that if adults who are able to contribute a nominal fee, there is a feeling of pride and commitment to the programme, and thus any "charity" stigma is eliminated.

3. The Population - Special Groups

> Learn, man in the mad house!
> Learn, man in the prison!
> Learn, woman in the kitchen!
> Learn, sixty-year old!
> You must take over the leadership.
> Search out the school, you homeless.
> Secure yourselves Knowledge, you who are frozen!
> You who are starving, grab hold of the book! It's a weapon.
> You must take over the leadership.
>
> (In Praise of Learning, Bertolt Brecht)

Throughout this paper we have talked about the under-educated adult population as a whole. In describing current programme initiatives the thrust has been to concentrate on activities for those whose mother tongue is English or French and for those who are living in society at large. Within the under-educated population, however, there are special groups which have not been examined closely. Such groups include the incarcerated, the physically and mentally disabled, the indigenous peoples, the Canadian immigrants who are illiterate in their mother tongue, women, the aged and youth.

The incarcerated. -- Data from the Correctional Services of Canada show that 39.5 per cent of inmates in federal penitentiaries had Grade 8 education or less in 1981 (Table 15). This figure is 10 per cent higher than the percentage of those with the same level of education in the general population. The figure of 78.2 per cent of those having Grade 10 or less is about thirty per cent higher than in the general population. These figures are based on those inmates who declared their level of education. Over one third of the total number of inmates did not declare their level of education, but the chances are that they are more likely to be at the bottom of the educational ladder than the top.

Table 15 indicates the educational level of inmates by geographic region. Although the percentage of the under-educated adults is higher among the incarcerated than in the general population, the geographic distribution shows similarities. The highest rates of those with less than grade 5 education are found in the Atlantic Region and Québec, the Atlantic Region having nearly twice the national rate. The situation improves westwards with British Columbia having the lowest rate. In the grades 5 to 8 grouping, the Atlantic Region and Québec have the highest rates which are also above the national average for declared educational levels.

Indigenous groups. -- In terms of the indigenous people, a recent survey (Indian and Inuit Affairs Programme, 1980) has shown that participation in elementary schools is close to the national level and attendance at university has increased over the last few years. The drop-out rate through to the end of secondary school however, is about 80 per cent compared to a national rate of 25 percent. Because of the higher than national birth rate among indigenous peoples, an increase in the working age population is occurring, but labour force participation rates are lower and the unemployment rate is higher than the national average. The improvement in education levels is in part attributable to the fact that in the 1970s, Indians could operate their own schools through their bands. However, compared with the dominant society it would appear that Indians are at an economic disadvantage.

The handicapped. -- In the 1981 International Year of Disabled Persons, many groups consciously tried to improve educational opportunities for those who were blind, deaf, physically and mentally handicapped. Literacy rates within the various populations of disabled persons are not known, but in most cases, because of the nature of the disability, it is generally assumed to be higher than the national average. In recent years in Canada, there has been a general trend to try to integrate handicapped persons into the community wherever possible.

Immigrants. -- The recent influx of Indo-Chinese refugees into Canada has resulted in increased attention and activity in official language training (English or French as a Second Language). This impetus has resulted, in some instances, in former New Canadians also demanding language training. In recent years, immigrants have generally been better educated than formerly. However, in large urban reception centres for immigrants, ESL literacy is a concern of programme providers. Generally in Anglophone and in Francophone areas which receive large numbers of immigrants, the ESL/FSL programmes have been actively funded and well organized. There are two obvious reasons for this situation: 1. immigrants are more visible in society at large, and 2. the desire for citizenship and integration into the host country necessitate the acquisition of basic skills in the official language(s). Some parts of Canada do not generally receive large numbers of immigrants except in times of international political crises when a large influx of political refugees requires location on a regional quota basis. At such times, ESL/FSL activities and services are revitalized. The relationship between ESL or FSL and ABE/literacy varies from province to province. In that ESL/FSL clients may be well-educated professional people, and that they range in age from pre-schoolers to the oldest of adults, the scope of ESL/FSL is greater than ABE/literacy. However, there are areas of overlap between the two fields, and poorly educated immigrants, once having acquired some verbal fluency in English or French, may be candidates for ABE/literacy classes.

Table 15 **Educational Level of Inmates in Canadian Federal Correctional Institutions by Region, 1981.**

		Declared Educational Level			Total Number of Inmates		
Region		Less than Grade 5	Grades 5 - 8	Grades 9 - 10	Education Declared	Education Undeclared	Grand Total
Atlantic	No.	42.0	264.0	162.0	525.0	368.0	893.0
	%a	15.6	12.7	7.0	8.8	10.1	9.3
	%b	8.0	50.3	30.9	100.0		
Quebec	No.	103.0	710.0	758.0	1987.0	1060.0	3047.0
	%a	38.1	34.0	33.0	33.4	29.1	31.8
	%b	5.2	35.7	38.1	100.0		
Ontario	No.	61.0	537.0	651.0	1609.0	811.0	2420.0
	%a	22.6	25.8	28.3	27.0	22.3	25.2
	%b	3.8	33.4	40.5	100.0		
Prairies	No.	39.0	300.0	375.0	894.0	944.0	1838.0
	%a	14.4	14.4	16.3	15.0	25.9	19.2
	%b	4.4	33.6	41.9	100.0		
British Columbia	No.	24.0	267.0	342.0	908.0	338.0	1246.0
	%a	8.9	12.8	14.9	15.3	9.3	13.0
	%b	2.6	29.4	37.7	100.0		
Other[c]	No.	1.0	6.0	12.0	27.0	122.0	149.0
	%	.4	.3	.5	.5	3.3	1.6
	%	3.7	22.2	44.4	100.0		
Total	No.	270.0	2084.0	2300.0	5950.0	3643.0	9593.0
	%	100.0	100.0	100.0	100.0	100.0	100.0
	%	4.5	35.0	38.7	100.0		

a First percentage figure in each region is proportion of the overall total Canadian inmate population and should be read vertically.

b Second percentage figure in each region is proportion within the region and should be read horizontally.

c Inmates transferred to various provincial correctional institutions.

Source: Correctional Service Canada, February, 1981.

Women. -- Table 16 shows the particular disadvantage of under-educated women in relation to the labour force.

Table 16 Canadian Labour Force Participation Rates, Annual Average, 1980.

Population	Canada as a whole %	15-24 years %	25 + years %	Male %	Female %
0 - 8 Years of Schooling	43.7	48.4	43.3	61.6	25.7
National Average	64.0	67.3	62.9	78.3	50.3

Source: Statistics Canada. The Labour Force. Catalogue 71-001 Monthly. December 1980. Ottawa, 1980.

The 1976 Census showed that one out of ten families is a lone-parent family. Of the slightly more than 559,000 lone-parent families, 83.3 per cent were headed by women. Many of these lone-parents were in the older age group and were widowed, two-fifths were separated or divorced women. The remainder would be mainly unmarried parents. Thirty-six per cent of all lone-parents have less than a grade 9 education.[100] Among younger educationally disadvantaged female parents, adequate day-care facilities and income support are necessary if they are to enroll in ABE classes to improve their skills. It is interesting to note, however, that in the 1979-80 fiscal year, female participants exceeded males in the BTSD and BJRT programmes of the CMTP (53.3 per cent and 56.3 per cent respectively). However, in overall full-time institutional training within the CMTP, the female participation rate was 33 per cent - the same as for the previous three years.[101]

The older age groups. -- The bulk of the under-educated are in the older age groups. A National Readership Survey conducted by Statistics Canada in February 1978, revealed that reading as a leisure activity increased considerably after 55 years of age in the better educated groups. It also revealed that under-educated adults do read, but their preference is for magazines or newspapers rather than books (45 percent read magazines or newspapers, compared to 33 per cent who read books). It also showed that 22 per cent were non-readers.[102] Magazines or newspapers provide captioned pictures, shorter articles, cartoons, horoscopes, large headlines and personal advice columns which may be more easily read than books. Even those among the under-educated who read, however, spend a very small proportion of their leisure time in this activity. Special strategies for reaching and providing literacy activities for older adults could help enhance their leisure hours.

The younger age groups. -- Although, in absolute numerical terms, under-educated adults are least among the younger age groups, concern continues to be expressed in the media about functionally illiterate high school drop-outs and even high school graduates. In the USA, 13 per cent of American 17 year-olds are quoted as being "functionally illiterate".[103] In this connection, it is worth remembering that literacy comprises the ability to read and to write. Concern about illiteracy among the younger age groups often focusses on poor writing ability, compared with the greater emphasis on reading ability among the older groups.

In schools today there are special education classes. A recent report from Québec showed that in the public school system, the number of children with some kind of learning difficulties or handicap has steadily increased from a total of 23,596 in 1967-68 to 103,118 in 1977-78.[104] School services may become more adept at detecting and treating children with learning difficulties, but for adults whose difficulties were never detected, there is very little available at present.

4. Motivation and Access

Motivation to seek help with literacy problems or to enroll in an ABE class has two major origins - environmental and individual. In an industralized society, the macro-environment is already print-oriented, so motivation tends to be related to micro-environmental circumstances and to individual responses. Under-educated adults have lower incomes, lower labour force participation rates and higher unemployment rates than the general population. (See Table 17).

Table 17 Canadian Labour Force by Educational Attainment, Annual Average, 1979.

Schooling	Population 15 Years and Over	Participation Rate (%)	Unemployment Rate (%)	Unemployment rate 15-24 Years	Unemployment rate 25+ Years
0 - 8 Years	4,226,000	44.8	8.8	23.0	7.4
High School	9,136,000	65.9	8.5	13.7	5.6
Some Post-Secondary	1,279,000	71.0	6.7	9.4	5.0
Post-Secondary Diploma	1,664,000	74.0	5.1	8.7	4.2
University	1,385,000	83.3	3.3	7.1	2.8
All Levels	17,691,000	63.3	7.4	13.0	5.4

Source Statistics Canada. The Labour Force. Catalogue 71-001 Monthly. December 1979. Ottawa, 1979.

Those that do work make up a large proportion of the working poor - "more than one out of three working poor family heads have not completed grade 8; another 29% have not finished high school."[105] Many of the working poor toil for long hours at less than minimum wages in non-unionized positions. They do not have much leisure time and are exhausted when they get home. Under these conditions, few people are able to participate in basic education programmes.

It is obvious that a variety of strategies has to be devised to service the under-educated population if there is a serious intent to provide opportunities for learning for all adults. Some of the programmes previously described, hint at some of these approaches. Home tutoring, distance education, drop-in learning centres with flexible hours, classes in the workplace, full-time courses, part-time courses, day classes, evening classes, use of the new technology and broadcast media, mobile tutoring services, vocational training, training for leisure activities, training for citizenship and community development are only some of the many options that may be developed.

To attract under-educated adults to programmes, usually demands co-operative community efforts. Radio and television can be effective, but are expensive. Large visual symbols and posters with a clearly designed logo and phone number have been successful when posted in public places. Relatives of adults requiring reading help may often pass on the message about a programme. Announcements in churches, flyers in social agencies, medical offices, clinics and hospitals are also other means of attracting potential students. Once programmes start operating, however, one of the most effective means of advertising is by word-of-mouth among the potential population.

As indicated earlier, access cannot be assumed, cannot be permissive. Active and persistent strategies are needed to help under-educated adults become aware of options and to find a programme best suited to their particular needs. Responsibilities for these strategies fall to local educational and community institutions as well as to the higher levels of government.

Volunteer programmes appear to have been in the vanguard of the literacy movement. Volunteers are capable of being mobilized and trained very quickly and may begin delivery almost immediately. Selection, training and support of volunteers are all important aspects of these programmes, however. Although volunteers donate their services, such programmes should not be considered cheap. To sustain and nurture a volunteer effort usually requires a full-time co-ordinator and some administrative assistants. Office space and facilities, telephone referral, literacy resource centres, newsletters and in-service training are the kinds of requirements which usually develop within volunteer programmes and which need financial support, if the job is to be done well.

5. Methods and Materials

In adult literacy programmes, methods tend to follow the Laubach system, the techniques developed by Literacy Volunteers of America, or to use an eclectic approach based on adaptations and modifications of methods from various sources. ABE professionals are more likely to follow the latter course while voluntary groups tend to lean towards either or both of the former methods.

Canadian adult content in supplementary reading materials with high-interest and low-vocabulary are still primarily lacking, although some groups have developed their own local reading materials with special project funds. The use of the language experience approach is particularly useful in the Canadian situation, for it encourages the development of indigenous materials by the students themselves.

Fairly strong loyalties exist among literacy groups to particular methods and materials, and these have had some divisive effects on the field. In a country of Canada's size, population, and strong regional differences, the solutions to methods and materials have to remain the responsibility of local or regional groupings. A world-wide study of methods of teaching reading to adults was conducted in the 1950's for Unesco. A study ~~latter course while volunta[illegible] group~~ of the relative merits of the various methods revealed that; 1. no single highly specialized method secured superior results; 2. the use of a given method promotes growth in whatever aspect of reading it emphasizes (word recognition, meaning, etc.); and 3. best results were assured when the methods used emphasized all essential aspects of reading.[106]

6. Training and Professional Development Activities

There is very little formal training offered in ABE. Voluntary literacy groups hold training workshops for prospective tutors. These sessions last usually for a total of 12 to 18 hours and in some cases are followed up with in-service recall later in the year. In institutional ABE/literacy classes, instructional staff tend to have the following profile: white, married, female (about 80 per cent), working mainly on short-term contracts or a part-time basis, no previous background in ABE or adult education training. Most "fell into ABE" because they needed a job and something became available locally. Previous training and experience has usually been in the lower levels of the public school system, special education, or perhaps in some social work type of activity. If instructors have tried to improve their professional know-how and status, it is by taking courses such as Life Skills Coach Training and related topics, or by attending workshops/seminars or courses on reading when they are available.

The work of Draper and Clark (1980) has shown the lack of commitment to ABE at the university level in Canada and a poor rate of training in ABE institutional programmes. Only three or four universities appear to have any kind of ongoing ABE-related activities. These are the University of British Columbia, the Ontario Institute for Studies in Education, the University of Saskatchewan and the Université de Montréal. There is only one full-time ABE professor working in Canada, although there may be another five or six faculty members across the country who devote some time to ABE activities. Only one university - the University of British Columbia, is apparently making serious attempts to construct and deliver training opportunities in ABE. Not surprisingly, at present, long-time ABE instructors who have learned "on the job", feel that universities have little to offer them. In that ABE is multi-disciplinary and most instructors appear to come from the regular public school system, it would seem logical for university faculties of education to offer some training options in ABE, but this issue has probably not been raised in most cases.

Mention has previously been made of the growth of networking, conferences and short professional development training events initiated within the various provincial and regional systems. These kinds of activities represent fairly new initiatives in the field, and are signs of slowly increasing professionalism and enhanced status.

7. Research

The level of and commitment to research activity in ABE at the university level is not very great and is related to the small number of faculty members working in the field. Much of the research to date has been comprised of analyses of the nature and size of the problem in Canada and surveys of current activities. There is obviously room for further substantive experimental and phenomenological research in the field.

Inter-provincial research on adult literacy and ABE would be enhanced and made easier if there were some means of standardized data collection. The plethora of labels used for ABE programmes both intra- and inter-provincially, along with the diverse delivery patterns, make comparisons of actual programme data very difficult. This is an area where the Council of Ministers of Education could possibly take some initiative, in cooperation with Statistics Canada.

8. Support Services

The nature of ABE demands a network of ancillary support services such as counselling, referral, library and community information back-up. Administrative structures need to be flexible and fairly informal to allow for individual differences among the learners and their different life-styles. Day-care facilities and payment of transportation costs to class are incentives which some programmes offer to help potential students attend class. Instructors need their own support mechanisms within the system in order to cope with stress and avoid "burn-out". Recognition and support of voluntary efforts are also important. Our human resources require nurturing to reach their full potential: ABE demands our best efforts to bring that potential to fruition.

VIII CONCLUSION

Although the bulk of this paper has attempted to chart the path of literacy developments in Canada, basic literacy cannot be separated from the wider field of adult basic education. The complex nature and reality of both ABE and literacy should be apparent. They are endeavours which until recently have had a low profile, but are now emerging as legitimate fields of adult education requiring greater attention.

Experience has shown that there will always be a number of adults who for one reason or another, are not successful in the regular school system. For these people a "second chance" is needed in more flexible situations and supportive environments. With demographic changes and declining public school enrolments, adult education enrolments are increasing. Yet, we know that for the most part, the educational resources are being used by those who are already well-educated or are autonomous learners. If we are committed to lifelong learning for all, we must develop new strategies for reaching the educationally disadvantaged.

Educational policies in the future must be cognizant of the facts that: 1. adult education will become an increasingly important facet of the learning society; 2. people can learn at any age; 3. many under-educated adults are only too eager to be given a "second chance". In a just and humane society, the dignity and worth of the individual must count for something. The barriers of shame and stigma associated with illiteracy are being broken down in many Canadian communities. However, new dynamics come into play when the world of the illiterate is transformed. The nature of the transformation depends on a complexity of psycho-social and politico-economic conditions. In the 1980's, it will demand courage, determination, new visions and strategies to make "literacy for all" an accomplished fact.

While concentrating on our own illiteracy/literacy problems, it behoves us also to remember other members of the "Fifth World" wherever they are located. Technology has made possible universal literacy, but the emergence of functional illiteracy in the industralized world and the proliferation of technical literacies, raises the spectre of literacy becoming primarily a tool of the technocrats - the new elite. The human gap is increasing on a global scale, and to ignore the "Fifth World" is at our own peril.

FOOTNOTES

1. Edgar Faure et al., *Learning to Be* (Paris and London: Unesco - Harrap, 1972), p. 207.

2. Eric A. Havelock, *Origins of Western Literacy*, (Toronto: The Ontario Institute for Studies in Education, 1976), p. 7.

3. *ibid*, p. 60.

4. *Ibid*, *passim*.

5. "Literacy - A Right Denied to 800 Million", *The Unesco Courier*, June 1980, p. 6.

6. *Declaration of Persepolis*. International Symposium for Literacy, Persepolis, 3-8 September, 1975. (Paris: International Coordination Secretariat for Literacy, 1975).

7. Thomas G. Sticht (ed.), *Reading for Working: A Functional Literacy Anthology*, (Alexandria, Virginia: Human Resources Research Organization, 1975), p. 4.

8. Carman St. John Hunter and David Harman, *Adult Illiteracy in the United States*, (New York: McGraw Hill Book Company, 1979), p. 7.

9. H.A. Jones and A.H. Charnley, *Adult Literacy: A Study of Its Impact*, (Leicester: National Institute of Adult Education, 1978), p. 4.

10. Irwin Kirsch and John T. Guthrie, "The Concept and Measurement of Functional Literacy," *Reading Research Quarterly*, Vol. XII, 1977-78, No. 4, p. 491.

11. *Language and Literacy in Canada*, Report to the Social Sciences and Humanities Research Council of a workshop held in Toronto, October 19-20, 1979, (Ottawa: SSHRC/Supply and Services Canada, 1980), p. 1.

12. Sam V. Dauzat and JoAnn Dauzat, "Literacy: In Quest of a Definition", *Convergence*, Vol. X, No. 1, 1977, p. 40.

13. Thomas G. Sticht, "Literacy Training in the Armed Services", in Thomas G. Sticht and Diana Welty Zapf (eds.), *Reading and Readability Research in the Armed Services*, (Alexandria, Virginia: Human Resources Research Organization, 1976), p. 36.

    Also, the Saskatchewan NewStart programme found it was necessary to develop a Fluency First program to cater to the native population before they could participate in other development projects.

14. Dwight W. Allen and Stephen Anzalone, "Learning by Radio: The First Step to Literacy", *Prospects*, Vol. VIII, No. 2, 1978, p. 208.

15. Allen and Anzalone, *op cit*. See also, World Bank, *Education Sector Policy Paper*, Washington: World Bank, 1980), pp. 35-37. Edgar Faure et al., *Learning to Be*, (Paris and London: Unesco-Harrap, 1972), p. 122.

16. The Children Are Watching: A Survey of Children's Broadcasting in Canada and some Recommendations for the future. Commissioned by The Assembly of Arts Administrators of Canada for the International Year of the Child, 1979, p. 6.

17. Ibid., p. 7.

18. Ibid., p. 7.

19. For further reading in this area, see: Symposium on Improving the Contribution of the Mass Media to Adult Education (Ottawa, Canada, October 1-5, 1979), Occasional Paper 35, (Ottawa: Canadian Commission for Unesco, 1980).

20. Marie-Pierre Herzog, "Unesco and Human Rights". (Paris: Unesco, Undated-pamphlet reprint).

21. Ibid.

22. Ibid.

23. Unesco, Recommendation on the Development of Adult Education, (Ottawa: Canadian Commission for Unesco, 1977), II, 3a.

24. Essay by C. Arnold Anderson, as quoted by John Oxenham, Literacy: Writing, Reading and Social Organization, (London: Routledge & Kegan Paul, 1980), p. 15. Other Sources intimate that 50 percent literacy is the critical threshold.

25. Compilations were made from Unesco Statistics presented in Miroslav Cipro, Some Observations on Literacy and Development (Paris: Unesco, 1980), pp. 10-14.

26. Cipro, op. cit. and E.A. Fisher, "The World Literacy Situation: 1970, 1980 and 1990," Prospects, Quarterly Review of Education, Unesco, Vol. X, No. 1, 1980, p. 101.

    Unesco statistics and projections are derived from several indicators. On a global scale, China is included in the estimates, but unavailability of accurate data from China excludes it from more detailed analyses. This situation also holds for the Democratic People's Republic of Korea, and the Socialist Republic of Vietnam.

27. Unesco, "Illiteracy: A Major Obstacle to the Effective Enjoyment of Human Rights", Illiteracy and Human Rights (Paris: Unesco, 1968), pp. 9-10.

28. Unesco and International Women's Year, 1975 (Paris: Unesco, 1975), p. 18.

29. World Bank, Education: Sector Policy Paper (Washington: World Bank, 1980), p. 24.

30. Amadou-Mahtar M'Bow, Director-General of Unesco, on the occasion of International Literacy Day, 8 September, 1979, (Paris: Unesco, DG/79/19), p. 1.

31. See Amadou-Mahtar M'Bow, "Nicaragua's Nation-Wide Literacy Campaign", and Julio Cortazar, "Literacy and the Liberation of a People", The Unesco Courier, June 1980, pp. 10-13.

32. Final Report of the Experts' Meeting on Training Needs in the Field of Literacy in Africa, Monrovia, Liberia, 8-18 December, 1979. (Dakar, Sénégal: Unesco Regional Office for Education in Africa), p. 3.

33. Ibid, p. 13.

34. "Literacy: The Right of Every Human Being", (Paris: Unesco, undated).

35. The Unesco Courier, June 1980, p. 6.

36. Information in this section has been mainly derived from Carlo Cipolla, Literacy and Development in the West, (Harmondsworth, Middlesex; Penguin, 1969), and François Furet and Jacques Ozouf, Lire et Écrire: l'alphabétisation des Français de Calvin à Jules Ferry, (Paris: Les Editions de Minuit, 1977).

37. See "Illiteracy and its Elimination," Italian Affairs: Documents and Notes, Vol. X, No. 3 (May-June), 1961, pp. 3491-3502 and "Mass Education: Reducing Illiteracy, Results Achieved in 1960-61," Italian Affairs: Documents and Notes, Vol. XI, No. 4 (July-August), 1962, pp. 3981-4.

38. Swedish National Commission for Unesco, Meeting of Specialists on "The Literacy Needs of Migrants", Hasseludden, Sweden, January 10-15, 1977, Final Report and Recommendations, pp. 41-44.

Adult Education in Sweden, Fact Sheets on Sweden (Stockholm: The Swedish Institute, 1980).

a) Unesco, Literacy Programmes and Language Teaching for Migrant Populations in West European Countries. Background working paper for the Expert Meeting on "Literacy needs of migrants with special attention to the learning of the language of the country of residence", Hasseludden, Sweden, 10-15 January 1977, (Paris: Unesco, 1976). Limited distribution.

b) Unesco, Synoptic Report on the Expectations and Aspirations of Migrant Workers in the Field of Education and Training. Working paper for Expert Meeting on the Role of Associations of Migrant Workers in the Education and Training of Migrant Workers and Their Families, Paris, 17-21 July 1978. (Paris: Unesco, 1978). Limited distribution.

39. The source for the information presented here is Education in Britain, prepared for British Information Services by the Central Office of Information, London (London, 1966), pp. 3-9.

40. In the North American context these "reading ages" would roughly equate with the less than grade 5 and less than grade 9 levels of educational attainment which are commonly used as statistical measures of "illiteracy".

41. Adult Literacy Unit, *Newsletter No. 1*, September/October 1978, p. 2.

42. H.A. Jones and A.H. Charnley, *Adult Literacy: A Study of Its Impact* (Leicester: NIAE, 1978), p. 31.

43. Advisory Council for Adult and Continuing Education, *A Strategy for the Basic Education of Adults* (Leicester: ACACE, 1979), p. 2.

44. *Ibid.*, p. 6.

45. Adult Literacy Unit, *Newsletter No. 8*, February/March 1980, p. 1.

46. *Ibid.*, p. 2.

47. Adult Literacy and Basic Skills Unit, *Newsletter*, No. 1, April/May 1980, p. 2.

48. Adult Literacy Unit, *Adult Literacy 1978/79*, p. 3.

49. David Hargreaves, *On the Move: The BBC's Contribution to The Adult Literacy Campaign in the United Kingdom between 1972 and 1976*, (London: BBC, 1977), p. 43.

50. Wanda Dauksza Cook, *Adult Literacy Education in the United States*, (Newark: International Reading Association, 1977), p. 2.

51. *Ibid*, p. 3.

52. *Ibid*, p. 4.

53. *Ibid*, p. 5.

54. *Ibid*, p. 84.

55. Department of Health, Education and Welfare and Office of Education, *Federal Register*, Vol. 45, No. 66, Part XVI, (Thursday, April 3, 1980), p. 22778.

56. As reported in *The Reader*, Vol. 2, No. 2, June 1980, p. 2. Dr. Eyre was addressing the ABE Commission in Houston, Texas.

57. Keynote address given at LVA's Annual Conference, Hartford, Connecticut, October 10, 1980. The writer was a participant in the conference.

58. *Ibid.*

59. Hunter and Harman, *op. cit.*, p. 72.

60. Jack Mezirow, Gordon G. Darkenwald and Alan B. Knox. *Last Gamble on Education: Dynamics of Adult Basic Education* (Washington: Adult Education Association of the USA, 1975), p. 54.

61. Hunter and Harman, *op. cit.*, p. 55.

62. Jonathan Kozol speaker at closing session of LVA's Annual Conference, Hartford, Connecticut, October 11, 1980. For a more detailed exposition of Kozol's plan, see *Prisoners of Silence*, (New York: Continuum, 1980).

63. D. Heath, "The Politics of Education". *Dissent*. 1973, 30 (Spring), 5. Quoted by Barry Carozzi, "Literacy in Australian Schools", *Education News* (Commonwealth Department of Education, Canberra), Vol. 15, Nos. 2-3, 1965, 6.

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Makletzoff, Ann. "Literacy in Ontario." Ontario Library Review, Vol. 62, No. 2 June 1978, 119-123.

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__________. "Adult Literacy - New Challenges." Learning, Vol. 2, No. 3, Spring 1979, 10.

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__________. "Some Facts, Misconceptions and a Plea." Reading, The Future and Us. Edited by Dick MacDonald. Toronto: CDNPA, 1979.

__________. "The Forgotten People." Oracle, Vol. V, No. 6, October 1976, 2-5.

__________. "The Movement for Canadian Literacy." The Reader, Vol. 1, No. 2, 1979, 5-11.

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Verner, Coolie. "Adult Illiteracy 1921-1961." The Faculty of Education, U.B.C., Journal of Education, No. 10, April 1964, 99-109.

Wagner, Serge. "Literacy and Citizenship - The Experiment of Carrefour ("Crossroads") Pointe-St. Charles Community Education." Literacy Discussion, Vol. V, No. 4, Winter 1974, pp. 559-572.

__________, and Laperrière, Micheline. "L'alphabétisation à Pointe-St. Charles." Revue internationale d'action communautaire/International Review for Community Development, 3/43, printemps 1980, pp. 127-144.

Useful Periodicals and Journals in which there are many articles devoted to literacy and ABE work:.

Alphaliaison. Bulletin de liaison des alphabétiseurs du Québec Distribution: CSR Chambly, S.E.A. a/s Marc Thiffault, 25, chemin de Chambly, Longueuil, Québec, J4H 3L2.

Alphabétisation Populaire. Bulletin de liaison des groupes en alphabétisation Distribution: 1475 Bourbonnière, Montréal, Québec, H1W 3N2.

BTSD Review. Seven issues from June 1972 to February 1975. Issued by the Manpower Training Branch, Department of Manpower and Immigration, Ottawa. Superseded by Training 75 and Adult Training. (No longer produced.)

Canadian Library Journal, Vol. 37, No. 4, August 1980. Special issue: "Action for Literacy."

Convergence. Especially issues Vol. 1, No. 3, 1968; Vol. VIII, No. 4, 1975; Vol. X, No. I, 1977; Vol. X, No. 3, 1977.
Convergence is the publication of the International Council for Adult Education and is based in Toronto.

Literacy/Alphabétisation. The quarterly publication of the Movement for Canadian Literacy.

Literacy Discussion. Especially the following issues:
Vol. V, No. 1, 1974. Issue devoted to Paulo Freire. Theme: "Literacy through Conscientization."
Vol. V, No. 2, 1974. Issue devoted to Canadian Literacy. Theme: "The Literacy Experience: Reflections by Canadian Educationists."
Vol. V, No. 4, 1974. Follow-up issue devoted to "Canadian Adult Basic Education."

Prospects. Vol. VI, No. 1, 1976. Elements for a dossier: a turning point in literacy. 68-126.

The Unesco Courier, June 1980. Special literacy issue - "Literacy: Gateway to fulfilment."

Canadian-Produced Audio Visual Material on ABE/Literacy. (for correct mailing addresses, see Directory).

1. Films:

J'ai pas mes lunettes, réalisé par Robert Verge, Office national du film du Canada, Montréal, 1978.

Lettre morte, de Richard Lahaie (films Stock). 30 min., 16 mm, couleur, produit par le ministère de l'Éducation.

Available from/on peut le commander au:
Ministère de l'Éducation
Service général des moyens d'enseignement
Service de distribution
600, rue Fullum, 3e étage
MONTRÉAL, Québec H2K 4L1

(Like J'ai pas mes lunettes, Lettre morte is a film of consciousness-raising about adult illiteracy.)

2. Slide-tapes:.

Content Analysis of Literacy Materials. Toronto: Literacy Working Group. St. Christopher House, 1977. Available, on loan, from Ontario Ministry of Culture and Recreation.
A slide and script presentation based on a content analysis of adult literacy material. Although a limited selection of materials is analyzed this presentation will give the A.B.E. instructor a new way of looking at available literacy publications.

One Million and Me. Toronto: Literacy Working Group, St. Christopher House, 1979. Available, on loan, from Ontario Ministry of Culture and Recreation.
A slide-tape presentation on the plight of the adult illiterate in Canada, and what is being done about it. Stresses role of materials and libraries, especially in Toronto.

Saskatchewan Adult Literacy. Regina: Programme Development Branch, Saskatchewan Continuing Education and SaskMedia, 1980. 22 minute slide-tape production.
Designed for the general community as a motivator to become a volunteer tutor. Can also be used in volunteer tutor-training orientation sessions. The show looks at the importance of print in everyday society; outlines three human interest stories of Saskatchewan residents; gives an explanation of the problem in Canada and Saskatchewan; focusses on Saskatchewan programmes; and outlines reading techniques for tutors. Available, on loan, from Programme Development Branch, Saskatchewan Continuing Education, Regina. SaskMedia copyright.

Words Within Reach. Edmonton: Library Association of Alberta/ACCESS, 1980. A 10 minute orientation to the adult literacy issue for librarians and the general public. For further information contact Michele Welsh, ACCESS Alberta.

3. Videotapes

Alpha 80, réalisé par Claude Savard, C.A.P.A.V., Commission scolaire des Laurentides, 2, rue St-Joseph, Ste-Agathe-des-Monts, Québec, J8C 1M4, 1981.
Record of some of proceedings at the conference Alpha 80 held in Quebec in October , 1980. Theme: Popular literacy in Québec.

As-tu vu, c'est écrit? Produced by Service de l'éducation des adultes de la Commission des écoles catholiques de Montréal (CECM), 3737 est, rue Sherbrooke, MONTRÉAL, Québec, H1X 3B3 (1981).

Theme: An illiterate man faces a number of problem situations including a visit to the hospital.

Illiteracy. Toronto: OECA, 1977. 59 minute interview show with Judy La Marsh interviewing a variety of people on the issue as well as illiterate adult students. Colour. Available from OECA. (Power Play. No. 160810).

Pouvez-vous lire ceci? Produced by Télévision communautaire de la région Amiante (TUCRA) 37, rue Notre-Dame sud, THETFORD MINES, Québec, G6G 2J6 (1981).

Theme: Experiences of teachers and adult students in a literacy project of a Québec regional school board.

Teaching Adult Basic Education. The above production was a project sponsored by the Industrial Training Branch, Province of Ontario and the Canada Department of Manpower and Immigration in cooperation with the Ontario Institute for Studies in Education and the Ontario Education Communications Authority, 1977.
An accompanying book of readings and explanation of the project are available under the same title from O.I.S.E. Four of the tapes are available from OECA:

1.	"Outside In"	No. 155601
2.	"Inside Out"	No. 155602

3. "Food and Flowers" No. 155603

4. "Next Steps" No. 155604

All tapes are in colour and just under 30 minutes in length. They explore the Canadian issue and programmes and compare these with situations in selected overseas countries.

Une fleur qui a mal a l'oeil. Produced by Centre d'animation et de production audio-visuelles (CAPAV) de la CSR des Laurentides. Realized by Claude Savard, Commission scolaire régionale des Laurentides, 2, rue St-Joseph, STE-AGATHE-DES-MONTS, Québec, J8C 1M4.

Theme: Deals with illiteracy in school.

Une autre solitude, réalisé par Marie Larouche, S.A.V.A., Commission des écoles catholiques de Québec, 1160, rue Boulamarque, Québec, G1R 2P7, 1980. Deals with animation and recruitment for literacy programmes in Jean Talon School Board, Québec.

F. SOURCES PERTAINING TO SOCIO-ECONOMIC AND POLITICAL CONDITIONS FACING ABE

A Statement by Canadian Authorities for the OECD Appraisal of Country Educational Policy Reviews. Toronto/Ottawa: Council of Ministers of Education, Canada/Government of Canada, 1978.

A Time for Reason. Fifteenth Annual Review, Economic Council of Canada. Ottawa: Supply and Services, 1978.

Adams, Ian, Cameron, William, Hill, Brian and Penz, Peter. The Real Poverty Report. Edmonton: M.G. Hurtig Ltd., 1971.

Armstrong, Kathleen Anne. Masters of Their Own Destiny: A Comparison of the Thought of Coady and Freire. Occasional Paper in Continuing Education, No. 13. Vancouver: Centre for Continuing Education, The University of British Columbia, 1977.

Bertram, Gordon W. The Contribution of Education to Economic Growth. Economic Council of Canada, Staff Study No. 12. Ottawa: Information Canada, 1966.

Boyd, Monica and Humphreys, Elizabeth. Labour Markets and Sex Differences in Canadian Incomes. Discussion Paper No. 143. Ottawa: Economic Council of Canada, 1979.

Caskie, Donald M. The Canadian Fact Book on Poverty. 2nd ed. Ottawa: Canadian Council on Social Development, 1979.

Coady, Moses Michael. Masters of Their Own Destiny. New York: Harper, 1939.

Cousin, J., Fortin, J.P. and Wenaas, C.J. Some Economic Aspects of Provincial Educational Systems. Economic Council of Canada, Staff Study No. 27. Ottawa: Information Canada, 1971.

Couture, Joseph E. Secondary Education for Canadian Registered Indians Past, Present and Future: A Commentary. 2nd Provisional Report. Ottawa: Indian and Northern Affairs, 1979.

Dosman, Edgar J. Indians: The Urban Dilemma. Toronto: McClelland & Stewart, 1972.

Economic Council of Canada. People and Jobs: A Study of the Canadian Labour Market. Ottawa: Information Canada, 1976.

Freire, Paulo. Education for Critical Consciousness. New York: Seabury Press, 1973.

__________. Pedagogy of the Oppressed. New York: Herder and Herder, 1970.

Grabowski, Stanley M., ed. Paulo Freire: A Revolutionary Dilemma for the Adult Educator. Syracuse: ERIC Clearinghouse on Adult Education, 1972.

Hall, Oswald and Carlton, Richard. Basic Skills at School and Work: The Study of Albertown, an Ontario Community. Ontario Economic Council, Occasional Paper 1. Toronto: Ontario Economic Council, 1977.

Illich, Ivan D. Celebration of Awareness: A Call for Institutional Revolution. Garden City, N.Y.: Doubleday, 1970.

__________. Deschooling Society. New York: Harper and Row, 1971. (World Perspective Series, Vol. 44).

__________. The Right to Useful Unemployment and Its Professional Enemies. Don Mills, Ontario: Burns & MacEachern, 1978.

__________. Towards a History of Needs. New York: Pantheon, 1978.

__________, et al., After Deschooling What? New York: Harper and Row, 1973.

Indian and Inuit Affairs Program. Indian Conditions: A Survey. Ottawa: Indian Affairs and Northern Development, 1980.

Kidd, J.R., ed. Learning and Society. Toronto: Canadian Association for Adult Education, 1963.

Kuch, Peter and Haessel, Walter. An Analysis of Earnings in Canada. Statistics Canada Catalogue 99-758E. Ottawa: Supply and Services, 1979.

Mann, W.E. and Wheatcroft, Les, ed. Canada: A Sociological Profile. Toronto: Copp Clark Publishing, 1976.

Nagler, Mark. Natives Without a Home. Don Mills, Ontario: Longman Canada Ltd., 1975.

OECD. Reviews of National Policies for Education: Canada. Paris: OECD, 1976.

Olson, David R. Book Review of Toward a Literate Society ed. by John B. Carroll and Jeanne Chall. Reprinted from Proceedings of the National Academy of Education, Vol. 2, 1975.

Ohliger, John and McCarthy, Coleen. Lifelong Learning or Lifelong Schooling? A tentative view of the ideas of Ivan Illich with a quotational bibliography. Syracuse, N.Y.: ERIC, 1971.

Picot, G. The Changing Education Profile of Canadians, 1961 to 2000. Projections Section, Education, Science and Culture Division, Statistics Canada. Ottawa: Treasury Board, 1980.

Poverty in Canada: Highlights from the Report of the Special Senate Committee. Ottawa: Information Canada, 1971.

Report on Basic Educational Skills. Prepared by the Education Committee of Canadian Chamber of Commerce, June 1975. Montreal: CCC, 1975.

Ross, David P. The Canadian Fact Book on Income Distribution. Ottawa: Canadian Council on Social Development, 1980.

Ryan, William. Blaming the Victim. New York: Pantheon Books, 1971.

Secretary of State, Education Support Branch. Some Characteristics of Post-Secondary Students in Canada. Ottawa: Supply and Services, 1976.

Two Cheers for the Eighties. Sixteenth Annual Review, Economic Council of Canada. Ottawa: Supply and Services, 1979.

Winkeljohann, Sr. Rosemary, ed. The Politics of Reading: Point-Counterpoint. Newark, Del: International Reading Association, 1973.

Zsigmond, Z., Picot, G., Clark, W. and Devereaux, M.S. Out of School - Into the Labour Force. Statistics Canada Catalogue 81-570E Occasional. Ottawa: Ministry of Industry. Trade and Commerce, 1978.

DIRECTORY OF SOME ORGANIZATIONS INVOLVED IN LITERACY, ABE, and ADULT EDUCATION

(Note: Addresses, contact people and information may have changed since time of writing.)

1. **ADULT BASIC EDUCATION ASSOCIATION OF BRITISH COLUMBIA**

President (1982-83):
Steve Hilbert
Box 4518
Quesnel, British Columbia
V2J 3J8

Membership information and application from:
Membership Secretary
Chrystine Smaill
488 MacLean Street
Quesnel, British Columbia
V2J 2P2

The Association was founded in the Spring of 1979 and is an umbrella organization for all those practising and interested in ABE in the province (and elsewhere). It sponsors conferences and workshops; has a number of standing committees.

Membership rates vary from $1.00 to $50.00 according to category.
Publication: Groundwork.

2. **ACCESS Alberta**

16930 - 114 Avenue
Edmonton, Alberta.
T5M 3S2
Contact: Michele Welsh

Ms. Welsh is the Project Coordinator for the proposed literacy series. Information on the pilot programme "Safer than a Sock" and the slide-tape presentation on literacy is available from her.

3. **B.C. Ministry of Education**

Continuing Education Division
835 Humboldt Street
Victoria, British Columbia.
V8W 2M4

For information on various ABE materials contact:
Shel Harvey, ABE Coordinator.

Continuing Education Bulletin supersedes the former ABE Bulletin and ESL Network and contains news and information related to ABE, ESL and Community Education. Six issues a year.

4. **CANADIAN ASSOCIATION FOR ADULT EDUCATION**
Executive Director: Ian Morrison
Corbett House
29 Prince Arthur Avenue
Toronto, Ontario.
M5R 1B2

CAAE is involved in a wide range of adult education activities in Canada. Its quarterly journal, Learning and the bimonthly Resource Kit often have useful articles and information related to literacy and ABE.
Individual membership: $25.00. Other rates available.

5. **CANADIAN LIBRARY ASSOCIATION - ACTION FOR LITERACY COMMITTEE**
Chairperson: John Marshall
Faculty of Library Science
University of Toronto
Toronto, Ontario
M5S 1A1

CLA-AFL was formed in 1979 and has a seven-point programme to involve provincial library associations in adult literacy. Produced a special issue of the Canadian Library Journal - Action for Literacy, in August 1980.

6. **CANADIAN CONGRESS FOR LEARNING OPPORTUNITIES FOR WOMEN**
National Coordinator: Susan Van der Voet
692 Coxwell Avenue
Toronto, Ontario
M4C 3B6

A national voluntary organization which has worked since 1972 towards the improvement of learning opportunities for women in Canada.

Recent publications have dealt with issues in Adult Basic Education as they affect women.

Newsletter with membership. Membership rates $5.00 to $100.00 according to categories.

7. **DEC (DEVELOPMENT EDUCATION CENTRE)**
121 Avenue Road
Toronto, Ontario
M5R 2G3

Provides Development Education materials, some of which are literacy related and based on Freirean concepts.

8. FRONTIER COLLEGE

President Jack Pearpoint
31 Jackes Avenue
Toronto, Ontario
M4T 1E2

Canada's oldest adult education institution, (founded 1899). Network of life members and friends most of whom have been labourer-teachers or worked with the College in one form or another in the past.

Publications - Chimo for current workers; Frontiers - a newsheet for Life members and Friends; Annotated Bibliography for "The Room at the Back" - a Literacy Resource Centre; Teaching and Learning with Common Sense; and About Teaching.

9. INSTITUT CANADIEN D'ÉDUCATION DES ADULTES (ICEA)

Executive Director: Paul Bélanger
506 est, Ste-Catherine
Suite 800
Montréal, Québec
H2L 2C7

ICEA is particularly active as an advocacy group promoting educational, community and voluntary group interests and activities, including those of literacy workers.

In October, 1980 it published: 10 éléments-clés pour un démocratisation de l'éducation des adultes of which the seventh booklet dealt with popular literacy (Pour une alphabétisation populaire by Serge Wagner).

10. INTERNATIONAL COUNCIL FOR ADULT EDUCATION

Secretary-General: Dr. Budd Hall
29 Prince Arthur Avenue
Toronto, Ontario
M5R 1B2

Network of constituent national adult education organizations. Regular publication: Convergence (quarterly). Sometimes has special issues on literacy. Also has related articles on development and adult education.
(Subscription (Canada): $18.00 for one year.
(Other rates available)
Editor: Margaret Gayfer. Address as above.

11. LE CARREFOUR DE L'ÉDUCATION POPULAIRE

Literacy animator: Micheline Laperrière
2356, rue Centre
Pointe St.-Charles
Montréal, Québec
H3K 1J6

"Crossroads" (Le Carrefour) is a community education group in Montreal. It initiated popular literacy experiments and programmes in Québec and has carried on practical/action research. (See Bibliography.)

This group, along with other autonomous groups in Québec which have literacy activities, belongs to:

Le Regroupement des groupes populaires en alphabétisation
1475, rue Bourbonnière
Montréal, Québec
H1W 3N3

12. **LITERACY VOLUNTEERS OF AMERICA, INC.**
Headquarters
404 Oak Street
Syracuse, N.Y., 13203
U.S.A.

Contact: Jonathan McKallip, Director of Field Services

LVA, has conducted training workshops in Basic Reading and English as a Second Language in Saskatchewan and Technical Assistance Workshops in Toronto. Other Canadians have gone to Syracuse for the training. The training methods are in use in Newfoundland, Ontario and Saskatchewan.

13. **MINISTÈRE DE L'IMMIGRATION**
Gouvernement du Québec
Bureau de pédagogie et d'évaluation
355 McGill
Montréal, Québec
H2Y 2E8

Researchers: Aloise Freitag, Doris Weber

This Ministry is responsible for literacy training of immigrants in the orientation centres for immigrants (C.O.F.I.) The above researchers have published a report on their work in literacy for immigrants; Rapport sur l'élaboration d'un programme d'alphabétisation et son expérimentation, 1979.

14. **THE MOVEMENT FOR CANADIAN LITERACY/RASSEMBLEMENT CANADIEN POUR L'ALPHABÉTISATION**
President (1981-83): Percy Barrett
Movement for Canadian Literacy
P.O. Box 533, Postal Station P
Toronto, Ontario
M5S 2T1

Formed in 1977 at a national conference, the Movement is a voluntary membership network which links together various institutions, groups and individuals working in or interested in adult literacy in Canada. It is a registered charitable organization which depends on membership income and donations for its operation. There are no staff employees at present.

Membership rates: $15.00 to $200.00 depending on category.

Publications: In the past, the Movement has produced useful publications for adult literacy workers - Bibliography, Reports, Directory and Resource Kits. Periodical: Literacy/Alphabétisation is available with membership.

There are regional groupings within MCL, for example:
Metropolitan Toronto Movement for Literacy

Publication: Starting Out available through MCL's P.O. Box in Toronto.

15. **- LAUBACH LITERACY OF CANADA (1981)**

President: Howard Cogswell
Laubach Literacy of Canada
P.O. Box 6548, Station "A"
Saint John, New Brunswick
E2L 4R9

Headquarters: Laubach Literacy International and New Readers Press
Box 131
Syracuse, N.Y. 13210
U.S.A.

Laubach Literacy of Canada' affiliated groups of Canada area usually literacy councils made up of volunteer tutors who have received training from tutor-trainers in the Laubach Method. Laubach Literacy of Canada was recently formed as a new entity with the help of Laubach Literacy International.

16. **NATIONAL FILM BOARD OF CANADA**
P.O. Box 6100
Montreal, Québec
H3C 3H5

17. **NATIONAL LIBRARY OF CANADA**
Reference and Bibliography Section
395 Wellington
Ottawa, Ontario
K1A 0N4

All Canadian publications are legally deposited in the National Library which can make them available through inter-library loan.

18. **ONTARIO EDUCATIONAL COMMUNICATIONS AUTHORITY**
P.O. Box 200, Station "Q"
Toronto, Ontario
M4T 2T1

Contact: Linda Rainsberry

Has produced several productions and programmes, some with print back-up, related to all phases of literacy. (See Bibliography.)

19. **ONTARIO INSTITUTE FOR STUDIES IN EDUCATION**
Chairperson: Dr. D.H. Brundage
Adult Education Department
252 Bloor Street West
Toronto, Ontario.
M5S 1V6

Graduate studies courses and research in adult education (including ABE). Houses the Paulo Freire Resource Collection for Studies in Cultural Action. OISE also has a publications outlet for various studies and educational works.

20. **ONTARIO LITERACY GUILD**
c/o OLA, Suite 402
73 Richmond Street West
Toronto, Ontario.
M5H 1Z4

Conducts workshops on literacy and libraries. Links Ontario librarians interested in supporting the literacy effort. Has produced some publications.

21. **ONTARIO MINISTRY OF CITIZENSHIP AND CULTURE**
Resource Centre, 9th Floor
77 Bloor Street West
Toronto, Ontario.
M7A 2R9

Houses a literacy collection and the Ontario slide-tapes mentioned in the bibliography.

Literacy specialist with this Ministry: Ms. Sidney Pratt

22. **PUBLICATIONS SATELLITE**
P.O. Box 1565
Prince Albert, Saskatchewan.
S6V 5T2

Provides publications developed under Saskatchewan NewStart and TRANDS.

23. **QUÉBEC MINISTRY OF EDUCATION/MINISTÈRE DE L'ÉDUCATION**
Direction générale de l'éducation des adultes
Édifice "G", 21e étage
1035 De La Chevrotière
Québec, Québec
G1R 5A5

Publishes "Le Grain de Sel". This is a Francophone publication covering adult education activities in Quebec. Five issues a year. The May 1979 issue was a special issue on literacy, written by Dr. Jean-Paul Hautecoeur.

Other publications on literacy in Québec by Dr. Hautecoeur have been produced by the Ministry as well. (see Bibliography).

Contact: Martin Forest for information on literacy programmes funded and administered by the Ministry.

24. **READING-CANADA-LECTURE**
For subscriptions: Anne Forester
Camosun College
1950 Lansdowne Road
Victoria, B.C.
V8P 5J2

This is a new bilingual refereed Canadian quarterly journal on reading. R-C-L aims to improve communication between educators within Canada and between Canadians and colleagues in other countries.

Subscriptions: $20.00 p.a. for individual
$25.00 p.a. for libraries and institutions

25. **SASKATCHEWAN CONTINUING EDUCATION**
Programme Development Branch
1855 Victoria Avenue
Regina, Saskatchewan.
S4P 3V5

26. **THE UNIVERSITY OF BRITISH COLUMBIA**
Adult Education Department
5760 Toronto Road
Vancouver, B.C.
V6T 1L2

Chairman: Dr. W.S. Griffith

The Department offers non-credit training, and degree programmes in ABE as well as encouraging research in this field. Many of the Faculty are working in ABE.

27. **WORLD LITERACY OF CANADA**
692 Coxwell Avenue
Toronto, Ontario.
M5C 3B6

Executive Director: Gladys Watson

Supports non-formal educational programmes in different parts of the world.